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COUNTY RURAL LIBRARIES

THEIR POLICY AND ORGANISATION

BY

ROBERT D. MACLEOD

CONSULTING LIBRARIAN; LATE LIBRARIAN TO THE CARNEGIE UNITED KINGDOM TRUSTEES; FELLOW OF THE LIBRARY ASSOCIATION AND HONOURSMAN IN EXAMINATIONS; CORRESPONDING MEMBER AMERICAN LIBRARY ASSOCIATION

WITH A FOREWORD BY

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TO
MY MOTHER

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FOREWORD

By Professor W. G. S. Adams

I hope this volume may find many friends both in these islands and far over-seas. The rural library movement is of growing interest and importance in Great Britain and Ireland. But it has made even greater progress in the United States of America, and it concerns deeply the many and great States within the British Commonwealth with their predominantly rural interests. To help by gathered experience the future of this movement is a public service.

In judging the significance of the rural library movement we must see it in its setting. One of the most notable features in modern development has been the growth of the community spirit in rural life. The towns and cities have had their civic spirit and their communal life, and with their many attractions they tend to the break up of the old limited community life of the country. But now we are seeing the birth of a rural community sense in the new countries and its regeneration in the old lands. This is something full of promise for a better society in general. And in the very centre of the rural community life of to-day is the library. It is the help-mate in all kinds of services. It has been proved to be a common ground on which different sects and parties can meet for a common service. It

brings the inward wealth of life—its thought and its emotions—to all who wish to share more deeply in it. It brightens the life of the home and helps to better work in the field. Modern science is every day adding to our knowledge of how to make nature respond, and the countryman is nearer to nature and feels more truly and constantly his dependence upon her. The library which helps the farmer, the naturalist, the lover of literature, art, history, science, the seeker after a better rural social economy, is something wonderful in its possibilities of life and service. It not only awakens new life in the individual, but calls out the community feeling which healthy human interests always stimulate. This volume, from the pen of one rich in experience, comes to help those who wish to know more of the rural library, its organisation, and its work. Benedicatur.

W. G. S. Adams.

Oxford,
April 4, 1923.

PREFACE

The demand for a book dealing with the new county library services was indicated to the writer some time ago by different publishers, but pressure of work made it impossible for him to respond. The delay in preparing this book has made it possible to discuss with some confidence certain ideas which were the subject of experiment. Practically all the experimental county library schemes were book schemes merely ; but within the past three years a social educational policy has been sought and found. The policy was first placed before educationists in the *Times Educational Supplement*, and was later elaborated in the *Scottish Educational Journal*, the *Educational Times*, and elsewhere. The writer is indebted to the editors of these papers for permitting him to blaze a new educational trail in their pages. The policy is fully discussed in the pages following.

From the development of the first scheme at Dunfermline down to the present, a large body of material has been accumulated bearing on the mechanical operations of schemes, internal organisation of the county book repositories, charging systems, methods of transporting collections, and the distribution of books locally. There is at present [1] no outline of

[1] Since the above was written, Mr. Duncan Gray, County Librarian of Warwickshire, has had published an excellent handbook, "County Library Systems" (Grafton, 1922).

organisation available, the scheme prepared by the writer for the *Second Annual Report* of the Carnegie United Kingdom Trustees cannot now be had, as the *Report* itself is out of print. The *Rural Library Handbook* published as a Report of the Rural Library Conference held in London in November, 1920, is too broad in treatment to meet professional needs. The scheme outlined in the Trustees' *Second Annual Report* was based on the scheme evolved for the pioneer experiment, and it has been largely adopted by authorities, In the light of later experiment, under many different conditions, the time is opportune for a codifying of the experience derived from observation of the best of the later schemes. To meet a demand which has frequently been placed before the writer a scheme of organisation has been added to this work. It is hoped that it may serve the needs of librarians and others interested until such time as a more exhaustive treatment of the subject is possible.

The writer has drawn largely in certain places on a small work, which he wrote in 1920, under the title *Rural Libraries and Rural Education*—now out of print. He has further availed himself of permission to reproduce certain material which he wrote when librarian to the Carnegie United Kingdom Trustees. The writer would like to add his thanks to Mr. William J. Hamilton, of Indiana, for information freely given in connexion with American county schemes ; and to Mr. Milton J. Ferguson, State Librarian of California. American librarians and state authorities had blazed trails while as yet we on this side were just looking at the land ; great success has crowned their efforts and there is much to be learned from their liberally

conducted schemes. At the same time we trust that the plain living of Britain is being accompanied by earnest thinking, and that we have a message of value based on somewhat Spartan experience.

Friends of the new library movement will be gratified to read the observations of Professor Adams, on the basis of whose policy, as expressed in his Report to the Carnegie United Kingdom Trustees, the movement is now developing.

ROBERT D. MACLEOD.

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GLASGOW, W.

THE author and publishers desire to thank those who have kindly allowed them the use of illustrations and have lent blocks, or have afforded them other facilities for reproduction; especially the following:

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INTRODUCTION

The rapid spread of the county library movement, based on the library and educational legislation of 1918 and 1919, suggests the desirability of discussing a possible policy for it in relation to organised education and to general educational movements. Discussion of the general question of relationship between the two important public services of education and libraries is overdue. It seems strange that for many years these closely related services should have been functioning in, as it were, watertight compartments, without a definite co-operative policy being adopted on the principle of mutual aid, and for the better service of the community. The emergence of the new library schemes under the control of the county education authorities raises the question as an important issue calling for early settlement. The drift of educational opinion is with the new movement ; the Board and the Department have given it their benison ; many eminent educationists have welcomed it ; in rural areas the teachers have helped it in practical ways ; but as yet no educationist has essayed to suggest any other than a mechanical policy of book supply in connexion with it. Vision is at present bounded by the old town, school, or village library idea.

The Educational Aspect.

But there is no cause for surprise as to the absence of an educational library policy, as the problem is one

that goes well beyond what has hitherto been the educational policy of the Board and the Department. It is related mainly to the possibilities of educational work with adolescents and adults, and organised education has so far found it impossible to add to its splendid performance the organisation of a post-school system of education excepting that of the "night school" character.[1] Stating the case as it has already been stated by teachers, "further" educational provision of the kind existing follows too closely the elementary school tradition to make appeal to the more developed minds of young adults ; it is too formal and dogmatic. Presumably the problem will be fully considered when the relative education clauses of the recent Acts are put into force, and in this connexion, and in the interests of humanism, we may hope that a wide view as to the adequate provision of and use of literary tools will be taken. In all educational work (and particularly as regards non-vocational studies) the importance of reading is becoming more realised, practised, and taught.[2] Much of the success of the bodies organising adult tutorial classes is due to the wide reading done in connexion with the subjects dealt with, and to the conference method ; and the lessons learned from such practical and successful classes call for attention under any enlarged programme of organised adult education. A broader view as to the function of the library service will inevitably develop, and attention be given to the recommendations of the 1917–19 Adult Education Committee,

[1] At the moment the subject is under the consideration of a committee of the Board of Education—the Adult Education Committee,—which is largely concerned with voluntary movements.

[2] See Couch (Sir A. T. Quiller), *On the Art of Reading*, pp. 2, 51–3.

and of the Departmental Committee on the Teaching of English, as regards the library factor in educational work.

THE SIGNIFICANCE OF THE MOVEMENT.

It is chiefly in connexion with non-vocational interests that county library schemes are meeting a need; but they are also being exploited by many interested in rural arts and crafts: teachers and students connected with agricultural colleges, and members of rural institutes following practical studies. Better service in this latter connexion is a question merely of better provision to meet the demand for it. The fact is commonplace. Like all similar services, the more liberal the provision made to enable libraries to function, the better they are in position to serve the public: on the one hand to meet the special library needs of all connected with organised educational work in counties; and on the other, adult readers generally, and members of voluntary organisations following their own schemes of study.

A liberal administration suggests a good organisation controlled by interested committees served by first-class officials. Down to date we have been merely feeling our way; but too little attention has been paid to the personal factor in service. In the future the county librarian should be a highly important official. He will be a sort of adult education officer, no merely bookish person, but one less fond of working with books than in seeing *books at work*. At the present time he awaits his opportunity. He is indeed an education officer, for his functions are quite educational

in character though they are less those of a mentor than of a guide. His library represents every phase of humanistic thought (taking the term in its widest significance); the books in it are a means to an end—that of enabling him to help adolescent and adult readers to continue their education. His belief (shared by many educationists from Spencer onwards) is that so far as the mass of the population is concerned, education is based on the cult of the book. *He is in a position to carry on the burden and the lesson from the stage at which organised education calls a halt.* If library work in this country has not received due notice, that is because it has had few trumpeters to call attention to it. There is no central authority for library service which might, in a command paper, tell annually of the good work being done. Probably, however, the work is none the less potent, though central control would inevitably make for greater efficiency and for a harnessing of the great library machine to serve the community in an organised way. But library service has its own tradition which must be recognised in the same way as the traditions of other professions are recognised. The tradition is based not on work with children, nor on work with adults, but on service to the community generally, and the service is in the main educational. It cannot comfortably or profitably be made a side show of organised education. In this matter, as we indicate later, we may learn from experience in the United States.[1]

If the postulate be accepted that post-school educa-

[1] Library Association policy was stated in a Memorandum to the President of the Board of Education (see *L.A. Record*, Conference No., 1919).

tion is, in the main, based on the cult of the book, we at once realise the position of the library in the community. It meets a need of the adult population which no other institution is at present in a position to meet. Particularly is this the case in the rural areas, which are so lacking in cultural opportunities. The point to observe is that *the county libraries go everywhere; the librarians meet all who have an intellectual life in the rural areas; they necessarily come in touch with all organisations working towards rural betterment.* The idea that these schemes are merely useful in providing for the occasional needs of people desiring "something to read" lacks vision. There is the greater purpose latent in them. Further development along the path of freedom in education is desirable in the case of working adolescents and adults, but success will depend on service and on a plentiful supply of the proper type of book, and on opportunities for conference, rather than on organised compulsory schemes which are not of the nature to create the desire that should be created.

"Public libraries stand in the main for the humanities," and their scope and function cannot be limited. We are just at the stage of envisioning possibilities. They may be made anything in the interests of community life that far-seeing committees and broad-minded officials may desire to make them, but the missionary spirit must inspire the work. The literature they circulate so freely is constantly reacting on life in all its phases, creating fresh currents of thought, presenting again the culture of the ages, contributing to the formation of an intelligent civic spirit. With the rise and rapid spread of voluntary

associations, many of them bred on the cult of the book, the field of opportunity is ever widening. In the rural community, no less than in the towns, opportunities are constantly emerging for co-operative effort between an organised library service and the voluntary associations, and this is a great work, full of promise. Work of the kind has been done in a few towns where conditions were favourable. It has been largely a question of means. Doubtless in the future such work will be developed generally now that the library service is fundamentally in a position to extend its activities.

The County Library as an Educational Link.

The desirability of co-operative effort of the kind suggested is the main subject in the policy section of this work, and a possible scheme of co-operation is therein outlined. The opinion has been expressed that the policy is mainly bookish in character, but the conclusion would be a hasty one. It may be mentioned that the policy has largely been approved by the Carnegie United Kingdom Trustees and welcomed by high authorities.[1] The main idea has been to suggest a dominating interest which would serve to link up in a free and easy manner all the voluntary associations and reading clubs and circles in the county areas. Many years ago in the lonely glens of the Highlands the small village libraries served as centres for debating clubs and social societies, and in these the teachers ("dominies," who have left a splendid tradition behind them) played their part. Elsewhere it has been found

[1] See The Development of Adult Education in Rural Areas. (Paper No. 3 of the Board of Education's Adult Education Committee.) 1922.

that community work can best be developed if there is a leading interest linking up organisations and individuals ; and as every social and educational interest has a direct relation to literature, the natural suggestion is that the village library (controlled as part of a county scheme under a mixed committee) provides a natural central interest. The plan is attractive and is being proved workable.

The underlying idea in the scheme is much in advance of the old village library idea, which speaks to us of derelict books. The new idea is that of the exploitation of the message in books—of *books in action*. The committee controlling a scheme of the kind would be an important factor : it would really be an adult education body. Under the Scottish Act of 1918 a committee of the kind may recommend grants to the voluntary associations engaged in educational work in the rural areas. The Education Act of 1902 (now incorporated in the Education Act, 1921) provides for a committee of much the same kind. This matter is discussed more fully in a later section of this work.

The connecting-up of all rural organisations, concerned with problems of betterment, with the official element in the county is important if the community spirit which they express is to be guided to a common purpose. This connexion should be of the most informal character in order that the voluntary associations may develop on their own lines in freedom, thereby ensuring a natural development. As the wide powers of the county education committees allow of their fostering work of the kind being done by rural voluntary associations, it is a pity that down to the

present no authority has exploited the powers in any useful measure.[1]

The Present Position of Parish and Small Urban Libraries.

The county library movement, though its work will always be mainly rural, is destined to become much more than a purely rural movement. We are rapidly getting away from the idea which prevailed all over the world that the large town is the only possible unit which can be organised in the interest of public service. The country areas exercise a constant reaction on the situation in the towns, and vice versa. The rural life research work of Barnett House at Oxford, Stapley House in Bloomsbury, and Plunkett House at Dublin, is enabling us to see that the welfare of the entire community life is dependent on a co-operative organisation of many factors.[2] For present purposes the ideal local area undoubtedly is the county ; that has been recognised in relation to education and other official social services.[3] In the case of the library service it is likewise clear that satisfactory service will only result from a close association or linking-up of all small towns and villages in the county areas for common service. There is little doubt that purely rural library service under the provision of the recent Acts will, under suitable conditions, be satisfactory, but the case of the small town libraries, established under earlier Acts, and outwith the new schemes,

[1] The Rural Community Councils scheme of The National Council of Social Service should be noted. (See the N.C.S.S. *Memorandum on Rural Development*, 1922.)

[2] Institutes of the type are required in all university centres.

[3] Possibly the "university area," if properly defined in each case, would be even better as the administrative area of library authorities.

is parlous. Hundreds of these small town libraries, housed in many instances almost palatially, but starved for want of books, exist in all parts of the kingdom. They are administered by local committees imbued with a narrow parochial spirit, the official in charge usually being of the caretaker-librarian kind —more caretaker than librarian. Such libraries will never serve a really useful purpose until they are released from the control of the petty tradesmen who compose the committees, and are brought under the control of the county authorities, and administered for them by enlightened officials with adequate training, as branches in the county systems. Down to date there has been no movement in this direction, rather a desire to evade obligations. Obviously the central authorities should ere this have risen to the occasion and supplied some measure of guidance on difficult points to the counties promoting schemes ; but each scheme has grown up in its own little plot, the central authorities being content merely to see the schemes functioning.

The Departmental Attitude.

It is not too much to suggest that a movement such as this—the only adult movement making a general appeal and officially connected with organised education, and in a position through its officials to reach every interested adult in the rural areas—deserves very close attention from the Board and the Department. All concerned with adult rural education await definite action on the part of the central authorities. The interest of the Welsh Department of the Board of Education was promised in 1916 when it published

A Nation and its Books, but since then it has done nothing to help to direct library policy. It was reasonable to hope that when the central authorities contemplated these county library schemes, they would have arranged for the setting-up of a sub-committee on libraries served by professional men having a knowledge of educational work. It is not too late to arrange for this ; until it is done the county library schemes, which may be developed on broad lines so as to act everywhere as important factors in the work of continued education, will develop in many instances on haphazard lines, and for the most part as mere book distributing agencies. Were the matter one that involved serious local financial obligations there would at this time be excuse for a *laissez-faire* attitude, but the financial obligation is small, as the schemes at present cost less than one halfpenny on the county rates. Until the central authorities face the facts, the movement towards an efficient mobilisation of library resources will be a slow one. When the Board and the Department suggest it, the county authorities will be glad to adopt a forward policy in all adolescent and adult welfare matters. An alternative is for all concerned to strive to secure *ad hoc* powers for the county library committees, on the basis that they serve in a sphere largely outwith that of the existing authorities, which are naturally and by tradition mainly concerned with work on behalf of the young.

COUNTY RURAL LIBRARIES
THEIR POLICY AND ORGANISATION

PART I—POLICY

CHAPTER I

THE CARNEGIE UNITED KINGDOM TRUST SCHEMES

THE ADAMS LIBRARY POLICY.

In 1914 the Carnegie United Kingdom Trustees had a Report[1] on Library Provision and Policy presented to them by Professor W. G. S. Adams, of Oxford. Professor Adams dealt comprehensively with the question of book provision in rural areas, and made recommendations. These stated briefly were as follow : (1) That a policy of taking the initiative should be adopted for the reason that " it is part everywhere of the rural problem that there needs to be an organising centre for the concentrating and directing of rural thought and action ; (ii) That the object of such a policy should be " to prepare the way for the gradual but certain extension of a national rural library scheme of rate-supported libraries " ; (iii) That this library system should be closely linked up with the educational institutions in the villages and country districts ; (iv) That schools should be the local depositories of the collections, for " there rises in the mind the hope

[1] *A Report on Library Provision and Policy to the Carnegie United Kingdom Trustees*, by W. G. S. Adams. 1915. Dunfermline.

of the school becoming, much more than in the past, the centre of various educational social activities" ; (v) That "the rural library system should be a public state system supported by rates, and, like the educational system, universal" ; (vi) That "it should be in close association with, if not under the control of, the county education committee" ; (vii) That "the framework of the system must be strongly knit and must secure especially at the centre a library institution, well equipped, and with expert management and supervision. A news corps of librarians, in the form of county library superintendents, will be required if the movement is to be progressively developed." Discussing the need of practical experiment with a view of launching schemes generally, Professor Adams recommended that for this purpose five areas in different parts of the United Kingdom should be chosen, "regard being had to the fact that there is in each of the areas selected a library centre with an energetic librarian ; and that the education authorities are sympathetic to the carrying out of such a scheme." The importance of a central distributing library in each county was emphasied, as also was the school connexion. Professor Adams further recommended that there should be formed in each of the countries of the United Kingdom a small advisory committee on libraries and related matters. The trustees did not adopt the suggestion excepting in the case of Ireland, where a rural policy was already being developed from Plunkett House in Dublin. A further suggestion which met opinion in The Library Association was that "in view of the wide range and great possibilities of library development, and of the many expert

questions which deserve careful and detailed consideration, it is very desirable to have on the subject of library development an advisory committee including men of representative library experience." A committee of the kind was not formed.

THE LOCAL SITUATION AND POSSIBILITIES IN 1914.

The Trustees considered this most valuable Report—practically the first essay published in this country on pure library policy—and decided to institute an experimental scheme of circulating libraries in Lewis, Orkney, and Shetland. The area selected was a difficult one, but it was desired to face difficulties from the start in order to learn as much as possible about the functioning of schemes of the kind. On the other hand, there was a promise of success, as the northern islands have always had reading populations. As far back as 1704 the General Assembly arranged for the placing of libraries in many parts of the islands.[1] A century later there were useful collections in the parochial schools, and we learn that they were highly appreciated.[2] In recent times the late James Coats, of Ferguslie, Paisley, presented hundreds of such libraries to places throughout Scotland, and usefully supplemented his work in that connexion by sending round to the desolate places in the north two distinguished lecturers and elocutionists whose visits were eagerly looked forward to by the natives.[3] The Trustees' northern scheme was based largely on the Coats' libraries, as is explained later.[4]

[1] *Acts of the General Assembly*, 1843.
[2] *Report of the Committee on Education and Religious Instruction*, 1833.
[3] *Literary Tours in the Highlands and Islands of Scotland*, by D. T. Holmes.
[4] See also Hetherington (A. L.) *Rural Libraries* (*L.A. Record*), 1916.

In order to ascertain the nature of the library facilities as they were in 1914, circulars of enquiry were sent out, and comment on the subject invited. The reports received testified to the great boon the Coats' benefactions had been to the natives in the long winter evenings. Two or three typical extracts from letters received at the time may be given here. (1) From Orkney : " Orcadians are shrewd, hardy, enterprising, and ambitious to get on in the world. Besides the services of the church, they read religious books to develop spiritual-mindedness, and books on other subjects to inform and guide their intelligence. Besides those who go south, many of them go abroad, and make good colonists. I attach much importance, therefore, to the libraries, in many ways. Young and old read the books. You may think we have a great many already, and so we have—more than I ever dreamt of—but, from one cause or another, interest soon flags unless fresh stimulus is supplied, so I hope you will not forget us in this small, lonely, but historic island. (2) From Lewis : " There are scarcely any books here suitable for the highest classes in the school, and for those who have recently left. Country children under eighteen have not, as a rule, cultivated a taste for deep reading. A few books of discovery and travel, and books written by Stevenson, Ballantyne, etc., for young people, would be much appreciated. In these days when such an effort is being made to encourage the cause of Gaelic, a few books in that language would be acceptable. If a new collection of books were to be got here, I feel sure a strong committee would be formed to look after the maintenance of the library." (3) From Shetland : " All the books

have been well read, but we find it extremely difficult in a rural district like this to make any further addition to the library. The class of books that is required is a number of volumes of fiction, biography, and history, by modern authors, and especially a few books on subjects in connexion with farming, with a standard work on the diseases of animals, which could be left in the library for consultation." These extracts represent the general situation and demand existing in most of the places that reported. In the passing years the libraries had become practically derelict, the books having been well read and then neglected. From that fact the idea, suggested by Professor Adams in his *Report*, was confirmed, that libraries of the kind, to be permanently successful, must be worked on a circulatory system. The circulating library idea is quite an old one, having been adopted by Samuel Brown, of Haddington, in his scheme in East Lothian about a century ago, and by Buchan, of Killoe, who promoted a similar scheme a few years later in Berwickshire.[1] Books which were in the original circulating libraries run by Brown are still to be seen in collections in East Lothian. Libraries of the kind are now common in the United States and in the Colonies. The writer saw a useful system in Baroda in 1918, working under difficult conditions, with the cinema in use as an adjunct.

The Pioneer Experiment.

From these facts it will be understood that the Carnegie United Kingdom Trust's scheme was a

[1] *Itinerating Libraries*, by S. Brown, 1836; *Popular Education*, by Lord Brougham, 1826; *Memoir Relating to Itinerating Libraries*, by W. Brown, M.D.; *Report from Select Committee on Public Libraries*, 1849, p. 11.

"pioneer" library scheme in so far as it was meant to prepare the way for a general system of rural libraries in the United Kingdom.[1] The experiment was made with the object of (i) reinforcing the Coats' collections, (ii) supplying books to such places in rural areas as had no library facilities, (iii) ascertaining from statistical records the actual demand for book provision, and (iv) evolving administrative machinery such as would serve in general schemes of the kind. It did not envision (except as to book supply) the general policy suggested in the Adams *Report*, though the mechanical framework was being constructed, which we now hope is making possible the carrying-out of the broader aspects of the policy.[2] A central book-store was created at Dunfermline, the headquarters of the Trust. Dunfermline was chosen in order that the committee controlling the scheme would be able to obtain first-hand information as to administrative problems, and to that end central committees were formed in each of the important towns in the areas to observe the working of, and to report on, the schemes within the periphery of each of the areas. Besides these central committees, small local committees were established in most of the places to which libraries were sent.[3] The parent committees were composed largely of members of the education authorities, and in each case His Majesty's Inspector of Schools was represented. The local committees were composed of teachers and others

[1] For a fuller description of this and other experimental schemes, see the annual reports of the Carnegie United Kingdom Trust, 1914, *et seq.*

[2] In this connexion see Appendix II of "The Development of Adult Education in Rural Areas." (Report of the Adult Education Committee of the Board of Education.)

[3] For an interesting statement of the value of the small local committee, see Sayle (A.), *Village Libraries*, pp. 12–13.

in the rural areas who had an interest in the scheme. The librarians at the centres acted as secretaries to the central committees; in the rural areas the local secretary-librarian was usually a teacher. We need add no more in respect of this pioneer scheme than that the experiment proved highly successful. In its first five years it circulated round about 100,000 volumes —a quite remarkable figure considering the times in which it was developed. Occasionally boxes were delayed on the road to the isles for long weeks owing to the submarine menace, but none were lost. Latterly the scheme supplied collections to military stations at Kinsale (County Cork), and Fort George; to St. Kilda, to the town of Oban, to northern lighthouses, and to a large number of institutes throughout Scotland. The public libraries at Kirkwall, Stromness, Stornoway, and the Public Reading Room at Lerwick received large collections from the start. The general success of the scheme decided the trustees in their opinion that when the time was ripe the various sections of the scheme might be handed over to the local education authorities to be administered by them directly. That is still the intention, but the war inflicted so much suffering and economic hardship on the northern islanders, that the "budding-off" has not been so far found possible.[1] In due course the local education authorities will assume complete control of the scheme in their areas.

Later Experimental Schemes.

It was decided to explore the possibilities of schemes of the kind on the mainland. The area served by the

[1] It is understood that the Education Authorities concerned will at an early date assume full control of the island schemes.

Staffordshire County Education Committee was chosen in England, the district surrounding Montrose in Scotland, and an experiment on somewhat similar lines was set on foot in the south-west of Ireland. It may be convenient to deal with these types in order.

(1) The Staffordshire [1] experiment was the first evolved on a proper governing basis—that of the county education committee, which administered the scheme through a standing Library Sub-Committee whose decisions were never questioned by the parent committee so far as the important work of preliminary organisation was concerned. Sir Graham Balfour gave the scheme all possible opportunity to develop, and his memoranda, printed in his reports on the scheme, did much to help other authorities considering rural library provision. The ground for a scheme of the kind was found paved in Article 20 of the Elementary School Code of 1907, which recommends as follows: "The school must be adequately and suitably equipped with books. Provision should be made for securing an adequate supply of suitable books for a course of general reading in the higher classes of the school, and for bringing to the notice of the scholars such agencies as may assist them in the continuation of their studies in after-life. . . . In cases where the school does not possess a school library, arrangements should be made to supply the want of one, if possible, in other ways, such as by co-operation with organisations existing for the purpose." As in the case of the Trustees' own scheme in Scotland, this scheme was further intended to meet the needs of the

[1] Staffordshire Education Committee Reports on Library Scheme, 1916–7, *et seq.*

adult population. Within a period of four years obligations of the same nature as to maintenance as were undertaken in Staffordshire were assumed by the committees in Carnarvonshire, Warwickshire, Wiltshire, Gloucestershire, Cardiganshire, Somersetshire, Buckinghamshire, Montgomeryshire, and Breconshire. Most of these schemes are now under the Acts.

(2) The Montrose scheme [1] was in another category with later schemes administered from Worksop, Perth, and Grantham. It was a venture to see whether, through the influence of propaganda, rural areas having library powers could be persuaded to come into a scheme controlled from a convenient town centre. In these schemes it was found that development was slow—work was not pushed on sufficiently owing to lack of local interest, and the committees mainly concerned with the schemes had no legal standing. An endeavour was in every case made to persuade the parish councils to put their library powers into force or to have the Acts adopted ; but the ultimate result was to show that a policy of the kind was almost hopeless, as the people concerned were very difficult to move. The schemes were based on the provisions of the Public Libraries Act, 1892, the Public Libraries (Amendment) Act, 1893, and the Public Libraries (Scotland) Act, 1899. This amending Act for Scotland allowed neighbouring parishes to combine for library purposes, and on its basis the Montrose scheme was promoted. The English Act of 1892 gave similar powers, but the possibility of town and parish combining is more clearly indicated. There appeared to be no fundamental difficulty in using these powers to

[1] "Rural Libraries," by J. Christison (*L.A. Record*, 1919, pp. 399–402).

group a large number of small rural parishes with some suitable town library. In this way it was believed that all the villages in a county or other large area might be linked up with one, two, or more centres. The aggregate produce of the rate levies of all the combining parishes would be considerable, though in the individual parishes the actual levy would be small. It was obvious that to invite parishes to collaborate in a scheme of this kind and to levy even a small rate at the outset would doom the scheme to failure at once. Appreciating this fact, the trustees offered to meet the expense of schemes during an experimental quinquennium, so that parishes would have an opportunity of testing the benefits at no immediate charge to themselves. Unfortunately, schemes of the kind proved unsatisfactory, but many useful lessons were learned from them. Schemes on a somewhat similar basis were worked from Kendal, Dorset, and Leeds. The Kendal Public Library had for some years supplied boxes of books to schools in Westmorland.[1] On representations from the trustees, the committee agreed to extend their work by allowing rural adult readers library privileges. The committee acted in this respect in a " private " capacity, and the funds necessary for the extended work were provided by the trustees. The Dorsetshire scheme was based on a Book-Lending Association which had supplied boxes of books to schools and village institutes three times a year on agreed payments. The Association was also assisted by the County Education Committee. A grant was given to enable the Association to extend

[1] " Village Libraries," by J. Wilson Brown (*L.A. Record*, 1908, pp. 644–7)

the scope of the scheme, and an arrangement was come to whereby the Education Committee was represented on the Committee of Management. The scheme operated from Leeds was that of the Yorkshire Village Library,[1] which had done fine work in the villages but which had fallen into financial difficulties. This scheme was a particularly interesting one, as it confined its activities for the most part to the village institutes. Practically all the other schemes in the early days confined their service to the schools ; but there has now been a healthy extension of service all round in order to meet as far as possible the needs of adults. The policy in Scotland from the start was to exploit both schools and institutes, this notwithstanding the fact that in rural Scotland the school is frequently a social centre in the life of the adult community—an important and significant fact which has its lesson for educationists in the south. Possibly the social connexion was strongest in the days of the school boards.

(3) The Irish scheme was in a class by itself. Probably in no part of the United Kingdom was there more need of public library facilities than in Ireland, but the educational tradition of the government was largely to blame for their absence. True, the day was long past when one might see in a school " a child holding the New Testament in its hands, sitting between two others, one of whom was supplied with *The Forty Thieves* and the other with *The Pleasant Art of Money Catching*, while another, at a little distance, was perusing *The Mutiny Act*, and reading aloud their

[1] " Village Libraries," by J. H. Daykin (*L.A. Record*, 1906, pp. 485–7, and 1907, pp. 365–74).

respective volumes at the same time";[1] but even down to the present educational equipment in Ireland has been poor as compared with England and Scotland. On the other hand, a bookish demand among adults has been fostered by the Irish-Ireland association called the Gaelic League,[2] and in the movement generally the universities have given much aid. The Trustees' scheme in Co. Limerick and Co. Kerry was largely in the nature of a following-up of promises made by Dr. Carnegie, and assumed from the Carnegie Corporation of New York. It is questionable whether the areas of Newcastle West and Rathkeale would have been chosen by the Trustees for preliminary experiment, but the promises made in the past had to be implemented. The present Secretary to the Irish Advisory Committee of the Trust (Mr. Lennox Robinson) was appointed to investigate and report on the situation. Nothing much need be said about this pioneer scheme in the south-west, but the result of the experience derived from a study of conditions is now to be seen in Co. Donegal (Irish Free State), and Co. Antrim (Northern Ireland), where very promising schemes have been promoted experimentally by the Irish Advisory Committee.[3] These schemes are under the immediate control of committees in each county; the members are in close touch with the areas, represent every phase of opinion in the areas, and have an interest in social and educational work. The schemes are being organised by qualified librarians.

[1] *Royal Commission on Education in Ireland, First Report* (1825).
[2] *W.E.A. Year Book*, 1918.
[3] The scheme in Co. Donegal has now been taken over by the County Council. "Owing to lack of legislation all that the county can do is to advance a grant from the Technical Instruction rate under the Technical Instruction (Ireland) Act, 1889, and the Public Libraries (Ireland) Act, 1902."

Lessons of the Pioneer Schemes.

The results in every county have proved the main point,—that there is a book-hunger in rural areas. It was further found that the lack of book provision was hampering the work of voluntary associations engaged in educational activities,—a point also referred to by the Adult Education Committee in their *Report.*[1] It was clearly proved that if the schemes were to be worked successfully they should be placed on a proper statutory basis. At the same time it was recognised that a large measure of success would depend on the operation of the voluntary spirit in the schemes. The importance of the staffing question has been increasingly recognised the more the schemes have developed. In the early days it was believed that any intelligent person could undertake library duties with success, but the result has been to show that the spirit of dedication which develops in professional work and which inspires the work cannot be suddenly acquired. In every case it is a professional birthright. There is only one valid reason as to why untrained men were in the early days considered capable of performing the duties of county librarians,—in those days it was thought that only respectable packers were needed. The vision was that of boxes of books going out, and boxes of books being returned. But mistakes are made in all experimental work and the wise people are they who learn from mistakes. The importance of having a competent trained librarian of wide outlook and with a knowledge of the work of rural organisations is becoming increasingly recognised. It is also

[1] *Final Report of the Adult Education Committee* (Cmd. 321, p. 264).

clear that in the future he will require capable assistants who will relieve him of much of the routine work of his office in order that he may be more on the countryside co-operating with the county educationists (agricultural and other) and with rural voluntary organisations. It is now recognised that the county library, being the only educational scheme under the authorities that reaches all classes of the adult population, will serve an increasingly important purpose in the sphere of adult educational work in the widest sense of the term. As regards buildings, the early experience suggested that no specially-constructed building was required for the accommodation of the stock, but the decision not to press for these was come to largely in the first instance owing to the impossibility of erecting buildings in war-time as a result of government restrictions. In the future as schemes develop special accommodation will be required. Regarding the question of circulating *versus* stationary libraries, it may be said that most of the counties which set up stationary collections have now decided that the circulating principle is essentially the best. The problem of transport still remains for solution, but everything points to the certainty that in the future first-class schemes will possess one or two motor book-wagons ; the motor book-wagon was, in fact, the obvious solution from the start of the county schemes. Other lessons were learned bearing on the interior machinery of book-stores, but discussion of these stands referred to Part II. of this essay. Sufficient has been said here to indicate that on the basis of the experience gained there was excellent argument for the schemes being placed on a legal basis.

THE BEGINNINGS OF COUNTY LIBRARY LEGISLATION.

By the end of 1918 the number of areas being served in Great Britain was eighteen, and the time was ripe for a national consideration of the question. It had been proved through the schemes specially promoted to test the Acts that the Acts made inadequate provision for the support of schemes of the kind. The machinery was in them, but it was not workable. Many authorities were anxious for further powers, foreseeing that if they were to be enabled properly to implement their obligations additional legal powers would be necessary. In those days reconstruction was a magic word, and a proved success in rural development, such as the library schemes, was taken up with much interest. The Board of Education considered them as meeting a need in connexion with formal education, and saw a further possible use in them in connexion with the advanced educational provisions of the new Education Act. The Adult Education Committee of the Ministry of Reconstruction dealt with the plan in thorough manner, and recommended in their *Third Interim Report* (Cmd. 9237) that authority should be given to County Councils to promote schemes of rural libraries in their areas. Thus was powerful influence brought to bear on the movement. In 1918 the situation was eased in Scotland by the passing of the Education (Scotland) Act, which in Section V. allowed the newly-constituted education authorities "as an ancillary means of promoting education, to make such provision of books by purchase or otherwise as they may think desirable, and to make the same available not only to the children and young persons

attending schools or continuation classes in the county, but also to the adult population resident therein." Power was given to the authorities to enter into arrangements with public libraries with a view to the carrying-out of the schemes, but no rate under this Act was to be levied in such burghs or parishes unless the education rate for library purposes generally exceeded the local library rate. The scheme in Forfarshire and Kincardineshire, operated from the Montrose Public Library, is an instance of successful co-operation under these powers ; but other schemes are entirely under the education authorities, no rate being levied in existing library areas unless where parishes have handed over their powers to the county authority. The library powers under this Act are most liberal, and merely await the formation of a sound public opinion to exploit them. The rate which may be levied for library purposes is not limited, and the library committee under Second Schedule, Clause 11, of the Act may be a composite body representing every section of advanced opinion in the rural community. The local advisory councils formed for the purpose of "advising the authority on matters of educational interest relating to the area,"—semi-official bodies,—have also power to influence opinion on schemes that prove themselves really useful. The library powers under the Act have hardly yet been exercised in the way they might, schemes stopping short at the mechanical stage.

In December, 1919, the Public Libraries Act, 1919, for England and Wales was passed authorising the County Councils through their Education Committees to establish rural library systems, and to collaborate

where desirable with urban libraries. The rate was not limited. Under it library authorities of existing library areas may (with certain exceptions) relinquish any of their powers and duties to the County Council. The Act is a good one, but it allows no more freedom to the authorities or scope for progress than does the short enacting clause in the Education (Scotland) Act, 1918; it is questionable, in fact, if it allows as much. As we have stated, the Board of Education supported the schemes, and the official attitude at the time may be represented in an extract from one of the many addresses delivered by Mr. Herbert Lewis (then Parliamentary Secretary to the Board) in connexion with schemes. "Adequate provision of libraries in rural areas is a matter that is very important; not only from the point of view of educational development, but also from the point of view of the restoration of rural life in the interests of agriculture. We require a healthy rural population, and one of the means of securing this is to increase the amenities of life in the country, which at present is marked by monotony and dullness and by lack of opportunities, which drive young men and young women from the country districts into crowded and congested urban areas. The plan which you have adopted for dealing with the problem of library provision in rural areas seems to me to be well-conceived and full of hope, and I am particularly glad that you have found it possible to concentrate, not upon buildings, but upon the actual supply of books and upon the services of qualified librarians."[1] In explaining the attitude of the Board,

[1] Address at Connaught Rooms, London. Printed in *C.U.K.T. Seventh Annual Report*, 1920, pp. 32–4.

Mr. Lewis significantly described it as that of "a guardian angel." In other words, the Board were content to see the schemes develop, without offering to guide them in any way.

The passing of these Acts for England and Wales and Scotland prepared the way for an adequate book service in all parts of the country. New schemes are being promoted steadily, and there is already a network of county book repositories throughout Great Britain. In this fact lie great social and educational possibilities. In the future it will doubtless be the work of the Board and the Department to arrange that they be fully exploited.

Carnegie United Kingdom Trust Policy.

The library powers under the English and Scottish Acts are permissive, and that being the case, it was realised that a long time might elapse ere authorities generally would put their powers into execution. In that connexion there was the bad tradition of the towns with regard to the permissive urban library legislation confronting the Trustees. In order to stimulate authorities to take advantage of their new powers, it was decided by the trustees to offer to each authority which had not already established a library service, a grant to meet capital outlays in books, shelving, boxes and necessaries. No allowance was arranged for on account of repositories or book-stores, as the schemes envisioned were purely rural, the repositories being considered as nothing more than convenient storage places for the books and boxes. The plan has been discussed as a narrow one, but the

trustees thought it proper that the accommodation question should be left largely to the local authorities to arrange. At this point it will be seen that the scheme suggested by Professor Adams, which would have made the county library headquarters a community centre, was not followed.[1] The arrangement agreed upon by the trustees involved the setting aside of a sum of £192,000 to be disbursed so as to allow of sixteen schemes being started each year in the period 1920–25. Each authority was to receive about £2,000, but it was realised that the differences in sums allocated to authorities would be great. A smaller sum than the figure mentioned had been found sufficient to cover certain capital outlays in war-time experimental schemes. With a view of treating all areas alike, it was arranged to provide books at the rate of one per five of school population in the areas. This was calculated to give authorities small basic stocks upon which to build; it was not reckoned (as has been suggested) as being intended to meet the complete bookish needs of the adult and juvenile county populations. What these demands would be under normal conditions it was impossible to forecast on the basis of war-time figures. It was realised that as the reading habit developed, or as the libraries became known, the demands on the county pools would increase: as a case in point we may instance Gloucestershire (1921 report), where it was observed that adequately to meet the demand in that county a stock of about 65,000 books would be required.[2] The trustees regard even this estimate as too low. The

[1] The difficulty of persuading the local authorities will be understood.

[2] *C.U.K.T. Eighth Annual Report*, p. 42. See also "The Gloucestershire Rural Library Scheme" (*L.A. Record*, 1921, pp. 38–41).

stock of books available at the time the report was issued is given as 17,900. It will therefore be seen that the grants made have just been in the nature of seed sown.

From the start of the schemes a special demand was observed in rural areas for books of a student nature, such as were not being added to the collections, as a point of policy. In connexion with the Dunfermline Repository collection, the trustees added treatises on certain scientific subjects for loan to research students in out-of-the-way places, who had not ready access to proper libraries, and who were not in a position to acquire the expensive works necessary for the researches. For instance, a working shoemaker in an out-of-the-way part of Scotland was engaged on important observation work on zoology, and the trustees, after making suitable enquiries, obtained the books necessary for him in the prosecution of his studies.[1] The question of student book provision was eventually settled, for a period at least, by the setting up in London of the Central Library for Students, on the basis of the Workers' Educational Association Library founded by Dr. Albert Mansbridge.[2] By an arrangement come to with the authorities of this library, it was made possible for every *bona-fide* student connected with a county rural library scheme to obtain, by payment of postal costs only, any books he might require of a student nature costing more than six shillings. The result of this arrangement is that the books in county library schemes need not cost more than the figure mentioned, though as a

[1] *C.U.K.T. Second Annual Report*, p. 20.
[2] Annual Report of the Library Committee, 1916-17, *et seq.*

matter of course more expensive books of special local historical and other local interest must be added to the county stock to meet special local needs. The general idea has been to enable the county schemes to provide a wide range of popular literature most likely to make appeal to rural readers, application being made to the Central Library for Students for the more expensive books. This is a great and significant arrangement, and it has worked exceedingly well.[1] Within the past year a somewhat similar scheme to serve the counties has been started in Dunfermline for the purpose of meeting rural needs in Scotland.[2] Doubtless there will be further great developments in the future when policy has broadened. So long as the library service remains in its present parlous condition with a miserable economic tradition pursuing it, so long will all the help these central pools can give be required. Speaking of the Central Library for Students in London, Dr. Mansbridge has said, it "has become so recognised as to induce 107 libraries to become subscribers to it, small sums it is true, but they are predictions of a time when a great library will be in action supported by the state, Local Authorities, Trusts Funds, and voluntary contributions." It is at present doing a great work in the cause of adult education, and doubtless will become one of the finest library machines in the world when the Board of Education takes up the recommendation of the Adult Education Committee regarding it, and place it on a sound financial footing. It is suggested that the

[1] In the U.S., the State Libraries serve as pools for county and urban libraries. They have done this for many years.

[2] See "The Scottish Central Library for Students," by Lt.-Col. J. M. Mitchell (C.U.K.T.).

adoption of a bold governmental policy covering the whole situation seems desirable: one that would mobilise the library service generally, rural and urban, and create a number of large libraries (or pools), in different parts of the country, all serving smaller libraries in their areas. Such a mobilisation would result in a more useful exploitation of all libraries receiving state subventions, either directly or indirectly. The condition of the library service as it stands is uneconomic and inefficient. A synthetic library law is required. "There are difficulties to be overcome, but a competent librarian, an educationist, and a legal adviser working together could probably evolve the principles of a new and efficient state service in six months." The thought is commended to the Board and the Department, both of which should have the widest possible interest in the matter.

Cost of County Schemes.

A few facts regarding the cost of county library schemes may be useful, though in stating them it must be observed that the facts as to these new schemes are given as being merely suggestive. They cover a few years of experience only, during which time the British authorities concerned with schemes have concentrated almost entirely on the mechanical aspects, leaving the larger matters connected with their educational development alone. Another obvious point is that the schemes to date have been worked under abnormal conditions, and there have been brakes on the movement generally, strong enough to bring to a standstill almost any social and educational movement. That, however, is in the tradition of

British library history, and it may be useful to look into the tradition. Until the passing of the three Library Acts of 1919 and 1920 for England and Wales, Scotland, and Ireland, the rate allowed to be raised for library service was one penny in the pound. The amount was quite inadequate to provide proper library facilities in any quarter, and in two or three places the rate had been raised by special Acts to threepence in the pound, while in some cases the rate limit had been removed. The feeling was strong that the limit should be abolished, and power be given to local authorities to exercise their own judgment in the matter. Acting largely on representations made to it by various bodies, and confirmed in their mind by the recommendations of the Adult Education Committee of the Ministry of Reconstruction, the Board of Education took up the subject and dealt with it in the Bill which became an Act in 1919. The Scottish Office secured a measure of rating freedom for Scottish public libraries shortly afterwards, Scottish libraries being placed on much the same footing as those in Ireland, in which case the limit was raised to threepence, with the possibility of a sixpenny rate at the discretion of the Local Government Board for Ireland. The situation as it stands is that the public library service in England and Wales enjoys an unlimited rate, but the limit still exists in Scotland and Ireland. As a result of a recent careful enquiry made in Ireland, the fact has emerged that the new rate of threepence will enable only five authorities to bring their libraries up to a state of efficiency. In all three countries further financial powers had been agitated for for over a quarter of a century, but action was only taken

when public libraries in some places had actually been closed to the public, owing to the impossibility of carrying on under the old rating basis. In nearly every case necessary extension work such as special work with adults had been rendered impossible ; the libraries were doing no more than meeting a demand ; they were in no position to create one. If libraries or any other communal service are to fulfil a useful purpose, they must not be starved, and the moral may be applied with particular force at the present juncture in connexion with rural aspects of library provision. Under the new county library schemes, which are not limited in any way as to the amount that may be spent on library service (except that the "schemes" as a rule go before the Board and the Department), the rate has in no case exceeded one halfpenny in the pound, and in the majority of cases the rate is much less. The cost is exceedingly cheap for so potentially great an educational adjunct, but as was observed earlier, the work done to date has been only of a spade-work nature. Obviously the schemes cannot stop at the present stage, but so long as the rate remains at a low figure, the possibilities of the schemes cannot be ascertained, and desirable extension work cannot be undertaken. It is much to be hoped that the new schemes will not fall under the bad financial tradition of the public libraries, but already tradition is being made. If the real work that requires doing is to be done, the present boxes-of-books policy will require revision in the light of experience and of the lessons learned from the schemes here and in other places. Other ideals latent in the minds of librarians from the beginning have been envisioned, and it will cost a

further fraction of a penny on the rate to carry them out. We have still some way to go ere we raise our schemes to the level of American schemes of the same kind. In California and Indiana and other places exactly the same problems are being attacked, but the financial bases of the schemes are, as a rule, much superior to those in this country. We may instance the county library scheme of Monterey, of which the following table gives the facts as to growth :—

SUMMARY OF GROWTH OF MONTEREY COUNTY LIBRARY

	Books in library	Branches	Borrowers (incomplete)	Total annual expense
				$
1914	1,942	11	541	3,402 90
1915	3,916	22	1,670	7,083 40
1916	8,144	37	2,681	8,803 55
1917	13,298	70	4,148	8,402 82
1918	19,801	75	4,647	11,798 41
1919	25,411	82	5,956	12,886 10
1920	31,976	93	6,805	15,016 06

The above table was printed in a report compiled by the Chairman of the Monterey County Board of Education, who writes[1] : " One of the most educational agencies in Monterey County is the county library. During the seven years that it has been in operation it has proved beyond a shadow of a doubt that its service is eminently worth while. It is of inestimable value to the schools as well as to the general public. . . . Probably no institution in the county gives such large

[1] Reprinted in *News Notes of California Libraries*, 1921, p. 264, from *School Finances of Monterey County, California, and the Crisis in Education*, by A. Walter, Chairman, Monterey County Board of Education.

returns in proportion to the cost. The people of Monterey County can make no better investment for the general welfare of the county, and especially for the welfare of the children, than that made through the county library." The figures speak for themselves. For purposes of comparison we present a table in Appendix I. (see p. 262), which shows clearly the poverty of the home schemes as compared with typical California schemes. The significance of the compared figures need hardly be discussed. Doubtless when there is a broader vision as to what library service implies, schemes in this country will be developed on broader lines; that is certain if an acceptable policy is adumbrated, and a sound public opinion formed. That, however, is wanting; there never has been a library propaganda that has made itself felt since Thomas Greenwood's day. The Board of Education, through Mr. Herbert Lewis, practically offered to take part in informing the public as to the value of public libraries,[1] and we hope that this may yet be the work of the Board. The rural schemes in England and Scotland under the Acts are the creation of the Board and the Department, and their progress in other than mechanical ways depends on the fact being demonstrated that they are educational essentials. It is unfortunately true that many eminent people who do not realise the library poverty of the country have still to be convinced that libraries are educational essentials, and among the number are those who help to shape educational policy.

[1] Presidential Address (*L.A. Record*, 1920, p. 324).

CHAPTER II

THE RURAL SITUATION AND A POLICY

THE LIBRARY IN THE RURAL COMMUNITY.

From the foregoing description of experiments and results it will be seen that the pioneer authorities who explored possibilities had with good reason satisfied themselves that there was a successful future for such schemes. But it was just in the nature of things that in the earlier days nothing more should have been seen in them than popular circulating libraries. In the case of the town libraries, very little attention has at any time been given to their social and educational aspects, and the accepted attitude regarding these naturally reacted on the new county schemes. The reason is stated in a previous section as to why an advanced policy had not been adopted generally in the administration of town libraries ; poverty was at the heart of the matter, making experiment in extension work impossible. Down to this day the library service suffers on account of the limitations placed on the service owing to the small rating provision which statutes allowed, and public libraries are still for the most part regarded only as book-distributing agencies.[1] That being so in the case of services with half-a-century

[1] Report of the Committee on the Teaching of English in England. It is not clear that the Committee was served by The Library Association.

behind them, it is not surprising that the mechanical policy should appear to have been favoured in the new county schemes. The error was one of judgment, however, and time will bring its remedy, as it brings vision; and we may yet see them developed under skilled central guidance so that they may subserve the social and intellectual interests of the areas. They may become the centres of all rural movements. In first-class schemes there would be practically no limit to the cultural extension work that could be promoted through them, such as the formation and assistance of literary and debating clubs, musical clubs, and dramatic societies, rural institutes, either as branches of national organisations or as local bodies purely. Circles of the kind, in close touch with each other and with the county library schemes, naturally have the effect of stimulating intellectual and social life in the areas, and their activities do touch and interest many to whom a programme formulated on traditional lines does not appeal. The countryman is a busy worker, immersed for twelve months of the year in his own economic and social problems, and such stimulus as is offered him must, to be successful in its appeal, have some direct bearing on his condition. And it is in this connexion that informal educational associations and societies in rural areas may function, not sporadically, as at present, but in every county where there is a county official dedicating himself to the work of county social and educational organisation, interpreting the spirit of voluntaryism firstly, and thinking in terms of his office lastly.

The great lesson learned from all the pioneer schemes is that there is a general demand for books in the rural

areas, a natural demand cultivated it may be in the schools, and one that must be met if the country people are to have adequate opportunities of mental stimulation. In the case of no scheme yet promoted has special effort had to be made in order to persuade the people to make use of the libraries ; rather the demands on the best of the schemes have been heavier than the schemes have been able to meet. There have been no lack of helpers in the areas ; appeals have not had to be made to the village parsons and squires for local aid. Many educated people in the areas have gladly given their support, particularly members of the teaching profession. But the schemes have made a wider appeal, and the work of helping them locally has not been placed in the hands of the teachers only, keen as they are in the work, and probably this is well as the schemes are much more than mere adjuncts to the work of the schools. It is proper that they should be the interest of every organisation which has branches in rural areas ; and they should be freely exploited by them in connexion with their particular interests. At every branch or institute meeting there should be available a collection of books from the county library for loan to members. County lecturers on agriculture, on adult education, and officials concerned with the promotion of rural industries should also be able to arrange for special collections of books on their subjects to be available for their classes in the areas. In this way may the needs as we know them in the rural situation be met, and the county library be properly exploited. Books are the tools of education, a means of culture, and rural organisations and specialists in rural economy cannot afford to neglect the oppor-

tunity which is being given them by the widespread provision of books through the new county library services. They may be exploited in the interest of culture or mental stimulation and also in connexion with vocational studies ; as we see it their use in a general educational way will be greatest. The problem of rural betterment may be dealt with too much from the tuitional side. The social side is equally important and possibly will always make most appeal with the rural adult population. We have to think in terms of the rural conditions. In the past they were quite hopeless so far as the vast majority on the countryside was concerned, though every village in England and Scotland seems in the past century to have seen visions in a village library. But in the old days circumstances made it impossible to exploit latent forces in the county areas ; now there is a new opportunity.

The Rural Situation Past and Present.

Next to experience of life itself, books are the best interpreters of life. The bothy literature of Scotland, the poems of Burns and Hogg (which seem to have no counterpart in English land and labour literature—Bloomfield and Crabbe represent squirearchy in comparison), the writings of Charles Kingsley and Richard Jefferies, and the studies by modern rural economists such as F. E. Green, Hammond, Guest and others, leave us with few illusions as to its nature. Both master and man were unhappy to a degree not known to-day, and the lords of the soil left their power to be exercised by henchmen entirely lacking in local feeling and sympathy. Herded together like cattle, working long hours, lacking opportunities of advancement either

material or intellectual, Faber's description of them is not over-coloured :

> "Born only to endure, the patient passive poor,
> Seem useful only by their multitude."

But that condition of things is happily of the past, and although the reactions of war are making their effects felt to a serious extent on the economic condition of the countryside, the old state of things has gone. Recent years have seen great changes in rural policy ; government has been extending a helping hand, the agricultural colleges are making their influence felt, and the result is that the countryman is now ambitious as well as articulate. Compulsory education, which Carlyle called "a forcing plant of democracy," has helped to emancipate the minds of rural dwellers from the spirit of serfdom which had oppressed them, so that land workers of every class are now quite often as eager to take advantage of opportunities of social and mental betterment as are their brothers in the cities. We see that in the rapid spread of village clubs,[1] rural institutes, and in the success of town musical and dramatic societies which have extended their work to rural areas. The change has come about largely as a result of the helping hand to which every unit of society is ready to respond ; and the measure of response which has come from the rural areas indicates that sentiment in the rural areas is as alive to spiritual needs as it is in the towns, and perhaps more so. Land workers of every class—farmers and servants—have now their own unions, a fact which all who believe in the co-operative spirit must welcome ; and

[1] See Rew (Sir R. H.). The village club movement (*Nineteenth Century and After*, Apl., 1921.)

although these unions are essentially class-conscious, they do serve an excellent purpose in fostering ambitions after a more comfortable life. Were that the sole reason for their existence, their work would be justified. The townsman is apt to think that, given satisfactory economic conditions, the countryman will settle down ; but the fact is that the better the economic condition of a community, the more the social ideal develops; and economic independence brings desire. The townsman does not commonly realise the social want there is in the life lived in the rural backs. It has got to be experienced to be understood, and in these latter days the countryman has been enabled, as never before, to make comparisons. Few of the young men from the land who took part in the great war seem imbued with the spirit of Cincinnatus, who, after conquering a strong enemy, was content to return to his home and once again follow the plough. And we don't blame them as things are. A fuller life must be made possible if the countryside is to be kept happy in thought.

The 1917–19 Adult Education Committee's Policy.

The social want in rural areas will not be met by lectures and classes on agricultural and academic subjects ; but unfortunately the social side has been rather neglected by the recent policy-makers. The Workers' Educational Association programme, so far as it has been formulated, is too much on the lines of school education to be anything more than suggestive. The Adult Education Committee, which was in a position to attack the subject broadly, also appears to

have had its wagon hitched to the elementary educational star. It developed a theory of adult rural education which one may safely say will not be possible of application generally, and which in any case will not meet the needs of the ruck of people on the countryside. It embraced the provision in rural areas of residential colleges, institutes, resident organisers, resident tutors and lecturers, week-end conferences, and other ideas which would involve considerable expense to the state and to the rural community.[1] But the simpler ideas of policy are capable of being acted upon in quite a satisfactory way, such as :

> "It is necessary that . . . the village may under normal circumstances never be without some form of intellectual activity,"

and

> "It is desirable that voluntary organisations in rural areas should co-operate with a view to federating adult educational work within their districts,"

and

> "Every encouragement and assistance should be given to voluntary organisations, so that their work, now necessarily sporadic and disconnected, may be developed and find its proper place in the national educational system."

In these simple ideas we may find a solution to the problem of adult education in rural areas—not adult education as conceived of by those who see the rural

[1] The Board of Education's Adult Education Committee has also surveyed the subject. The policy of the 1917-19 Committee has been accepted, but with important qualifications.

folk regimented in class-rooms, but the education which comes from association and conference and from reading. The fact should be faced that in the towns the organisation of formal education for adolescents and adults has been so far a comparative failure, and in the rural areas it is extremely unlikely that continued education under the recent Acts will ever be a significant success. On the other hand, we know that there is a demand for social education in the areas, and it is hoped to show here that the work done and the work possible of accomplishment through the new county library services would suggest that it is not unlikely that, given a liberal policy of development, and one imbued with the spirit of social service, through these schemes may be solved in quite an inexpensive way many of the difficult problems appertaining to adult rural education. The scheme is based on the Acts, and one or two points which emerge from the new educational legislation have a direct bearing on the matter and deserve consideration. In considering them in relation to their library aspect it is necessary that one must free the mind of the traditional way of thinking about libraries ; one must think of books as a means to an end, as well as of books as the tools of education.

THE EDUCATION ACTS AND VOLUNTARY ASSOCIATIONS.

Both the English and Scottish Education Acts of 1918 and the regulations of the central authorities concerned therewith allow considerable scope, subject to the sanction of the Board or of the Department, for cultural work to be promoted or to be helped by the local education authorities, on behalf of adolescents

and adults in the areas controlled by the authorities.[1] A new connotation has been given to the term education in these Acts; besides formal subjects, social interests such as music and the drama and morris dancing find place in the new scheme. The importance of social and recreative education of the character mentioned need not be laboured; it helps to raise ideals (possibly more so than any ordinary subject in the category of formal education), and makes for contented citizenship. Certain aspects of the work will, in rural areas, be found difficult to fit in with the ordinary machinery provided or at present to hand. It is such work as is being carried on—in many places under great difficulties—by rural institutes, village clubs, and the branches of national organisations such as the Workers' Educational Association, the National Home Reading Union, the National Adult School Union, and the Village Clubs Association. In the rural areas especially such work as these bodies are engaged in is of the utmost importance. It is a recognition of its urgency that has called all these voluntary associations now operating in rural areas into being; the fact that in most cases they are being maintained by the local people shows that they meet a want, and the work so ably prosecuted by them appears to call (from the difficulties of the case) for voluntary enterprise rather than for direct and expensive official action. These associations and the people whom they serve realise perforce that at present there is little opportunity apparent in Britain of our being able to give to the rural communities the same educational facilities with which the town dweller is familiar,

[1] *Final Report of the Adult Education Committee*, p. 107.

and, as we submit, it is questionable if the people would take due advantage of facilities even were they provided; but such culture work as is being done and can best be done by voluntary effort, they are welcoming. The associations deal with two classes—the old agricultural class, and the new class on the land under settlement schemes. In the near future they will require to deal with youngsters who will be leaving school after prolonged training under the provisions of the new Acts. While the adult classes can doubtless look after themselves, by becoming connected with agencies of one kind and another in the areas, a great work for the future is in view in the case of the adolescents, particularly if the art and pleasure of reading has been instilled in them by their teachers. Doubtless more attention will be paid to this subject in the future as a result of the recent Report of the Committee on the Teaching of English in England. The extension of the school age is the Board's and the Department's policy to ensure that the results of organised education will be more or less permanent; but the real secret lies in the interest of the adolescent being aroused and maintained. In the rural areas this interest will not be maintained unless there are facilities, such as these voluntary associations afford, to stimulate the adolescent. When the school life closes, the voluntary associations, linked up with organised education, should be ready to take up the burden and the lesson.

A Connecting Link Required.

The secret of the success of the adolescent and adult education movement, particularly in its rural aspects, would seem to lie in having a connecting link between

organised education and the voluntary associations whose work lies with the adolescents and adults who have left school behind. Nothing more elaborate appears to be called for at present. The importance of the voluntary spirit of service is not always sufficiently realised by Departments, but the statement of the Adult Education Committee is authoritative : " Broadly speaking, the advance of adult education can proceed only as quickly as voluntary agencies can stimulate a demand for it." Those who know rural conditions will realise that there is, notwithstanding a certain liveliness now manifest in rural life, still much spade-work to be done ere the high academic aspirations of the Adult Education Committee become more than partially realisable. At present the voluntary associations stand practically alone, doing work that is praised by many educationists and social workers, but doing it with a struggle. In a few places they have had grants made to them by the local education authorities, but the said authorities have exercised no useful oversight and taken no responsibility for the work done by the associations. Under the Regulations of the Board of Education, however, it was possible for voluntary bodies to organise and manage their own classes, and for these classes to obtain recognition by the Board and to earn grants which were receivable by the organising body. The freedom allowed the voluntary associations enabled them to work under a considerable measure of independence, giving students a voice in the selection of teachers, and enabling arrangements to be made such as best served the bodies and the students. Under the Education Act, 1918, it would appear that a closer connexion is now desired

by the Board between the local education authorities and the voluntary associations. This is being effected, but mainly in urban areas in connexion with the adult educational activities of the Workers' Educational Association. So far the county education authority interest has hardly been seen to the same extent, owing largely to lack of demand or occasion for it; but we look forward to a time when all organisations such as the Village Clubs Association, Women's Institutes, the Arts League of Service, will have semi-official connexion with organised education.[1] The power of the Scottish Education Department to authorise or empower the county local education authorities to help voluntary associations is more clearly indicated in the corresponding Act of 1918 for Scotland, but in Scotland rather less work of this nature has been done. It would seem that a general policy of harmonious co-operation is best if the forces striving towards the same goal are to reach it in line, and a mingling of the ideas of organised education with those of the voluntary associations would be a gain to the rural community. Nevertheless, the equilibrium of these voluntary associations would be best left as far as possible undisturbed, as nothing would kill the voluntary spirit more than undue official interference.

The County Library Service as the Connecting Link.

Such a connexion as would stimulate the excellent spirit of enterprise which the rural voluntary associations manifest may readily be made through the

[1] Some half-dozen national organisations now have a semi-official connexion with the Board of Agriculture and the Board of Education.

county library services, which in England are under the Part II. authorities which deal with "further education," and in Scotland under the Local Education Authorities, whose much wider province is the local organisation of the whole fabric of the Scottish educational system outside of the universities. At the present time there is no other section of the education service in better position to function as a connecting link between organised education and adult voluntary associations, as the county library service is the only one in position to meet all adult classes.[1] The library service in both town and country has this in common with the voluntary associations : they both aim at the self-development of the adult in an atmosphere of freedom, and, moreover, their work naturally helps towards counteracting "the sterilising effects inherent in organised education" and in safeguarding the liberty of the adults who desire knowledge. The library service in Britain has for years been doing useful work with voluntary associations in many instances in urban areas. It has in many places in England brought forward the forces of the University Extension movement, and has co-operated in a hundred towns with the Workers' Educational Association, the Adult Schools, the National Home Reading Union, and other bodies. Many public libraries have the closest possible connexion under existing powers with the local education authorities and the schools, and there are few aspects of extension work from the "story hour" to reading circles, study clubs, exhibitions and lectures, in which they have not engaged. In such

[1] It is suggested that the new Rural Community Council policy makes the need of the link here discussed quite necessary. (See Paper No. 3 of the Adult Education Committee.)

activities, combined with such others as the voluntary associations engage in, there are all the elements required for the stimulation of intellectual interest in the rural areas. A critic may suggest that this work is not in accordance with the meaning of the word education. It is unfortunate that we often confuse the meaning of the term owing to our acceptance of formalism. The fact is—as Professor John Adams has said—the whole paraphernalia of education, as we see it, leads to such a concentration on the school that the average person cannot dissociate the meaning of the term from formal instruction. But the educative process is always going on throughout the lifetime of man and woman, and whatever social or community interest may be aroused must prove educational, whether it be through work in the rural institute, the adult school, the reading club or debating society, the dramatic or musical club. These interests all require linking up for the further good of the rural communities. The local authorities have wide powers, and the county library services are in their hands, and some of them have already envisioned that there can be all the organisation of a central nature that is needed for the judicious assisting of rural welfare enterprises and the promotion of desirable extension work throughout the county areas. By a useful co-operative policy there would be no limit to the social and culture work that might be undertaken. Authorities obviously would not require to assume more responsibility in relation to such work than the members would consider necessary. The métier of the authority might be that of giving such help as was needed ; or it might, on the other hand, assume an active rôle in fostering the

associations and in exploiting them in accepted rural welfare work. The latter seems most desirable, and would result in steadier work, and make possible the realisation of certain ideals which are in sight as to the true function of organised education in the rural community. "At present the elementary educational ideal is killing the possibility of the rural school ever taking its rightful place in the life of the rural community." Higher ideals may be realised if the work of the library service and its county organisation is adopted for forming a much needed connecting link between organised education and community life as expressed in the voluntary associations.

Administrative Control of the Service.

Three things are suggested as necessary in order to bring organised education and the voluntary associations into the desired closer contact through the county library services :—(i) An *ad hoc* Committee, (ii) A policy, (iii) An organiser. These matters may be dealt with *seriatim*.

The Committee.—In the case of municipal libraries the governing bodies are *ad hoc*, and on them every phase of civic opinion may be represented. As the new county library schemes do much the same work but with, if anything, wider possibilities of touching the life of the rural community, their governing bodies should be *ad hoc*. The county education committee is concerned in the main with, at the best, elementary education ; but the new library schemes have the power in them to reach every section of the county population, and obviously a committee with special

standing should be in charge of the schemes. The particular qualifications for membership on such committees should be a knowledge of the educational and social needs of the area and an interest in rural cultural agencies. Half of the members might represent the Education Authority and half the voluntary associations. In England and Wales and Scotland, the position of outside representatives has been recognised under the Public Libraries Acts, and co-option is allowed under the Education Acts. Knowledge of adult educational work is not common, and for a time co-option of representative outsiders should be freely resorted to in order that rural needs might receive adequate attention. It is work of a kind that county authorities will, in the future, require to attack seriously. All proposed expenditure in connexion with adult educational work, as distinguished from the service to the children in the schools, would in the first instance come before this expert committee, which might have powers to make recommendations as to grants to the voluntary associations to help them in their work. Provision for a committee somewhat of this nature is allowed for in Second Schedule, Clause 11, to the Education (Scotland) Act, 1918. The Education Act, 1902, Section 17, provides for a similar committee. The size of a committee is a matter of importance. It is commonly recognised that a small working committee of the proper type of people is infinitely preferable to a large body, whose deliberations usually degenerate into a sea of talk. Members of the committee should be sufficiently alert in social service work to realise that the greatest success will depend not on what the committee themselves can do, but on

the work they may get done by voluntary workers in the areas.

A Policy.—The main policy of the committee (reaching as it necessarily would through the county library service every adolescent and adult capable of profiting from further education and opportunity) should be to exploit the service to the utmost in the interests of the adolescent and adult rural community. To this end the committee would secure the necessary powers to co-operate with and help all suitable library and educational agencies. The necessity of proper instruction in reading in the schools would be emphasised, as reading is a main factor in post-school education. The centre from which this culture, however simple, is to emanate would usually be the rural school which would in most cases be the local centre of distribution. The committee, working on the new broad conception of education, would organise the voluntary agencies so that activities would not overlap, as at present they do in many directions. This in itself would be a distinguished work for any committee to arrange. In the actual work of scheming out a programme, it would be realised that while lectures and classes have an important part to play in rural schemes, they require to be supplemented by other methods which make a general appeal to the social instincts of the people. Elocution, drama, music, folk-song and dance are suggested as important avenues of approach. The Adult Education Committee, which dealt with this aspect, praised representation of the Greek drama and Shakespeare in villages ; but something more in touch with the actual life of the people seems desirable.

The British Drama League and English Folk Dance Society do suggestive work. Where circles or branches of national organisations of a kind likely to help forward cultural work do not exist, the committee would endeavour to have such formed. There are in the rural areas many keen men and women who would cheerfully undertake to promote social ventures for the benefit of their areas. Such should be approached and the scheme explained. A chain would be made between organised education and rural adults following their own lines of interest. Organised education would secure a free-and-easy connexion with existing adult movements, and the library service, the mainspring of the whole, would assume its potentially most useful position as a direct connecting link between organised education and the voluntary associations.

An Organiser.—The immediate reporting officer to the committee as regards library work and activities connected therewith would be the county librarian, who would be an organiser as well as a bookman. He must be possessed of somewhat exceptional qualities and with a sound knowledge of the work of voluntary associations, the rural conditions, and educational and social movements. He would be required to do a good deal of public speaking, and must be a good correspondent. In his case the old conception of the librarian as a mere distributor (or, *mutato nomine*, conservator) of books must give place to a new conception of the librarian as an expounder of books. The purely routine arrangements, or "donkey-work," of the library would be left in the hands of his subordinates. He would co-operate closely with the

Director of Education or Executive Officer (chief officer of the authority), who would enable him to meet with adolescents leaving school, and whom it was desired should be put in touch with voluntary agencies, in membership of which they would find scope for self-development in an atmosphere of freedom. In virtue of his connexion with organised education on the one hand, and with the voluntary associations and circles on the other, the county librarian would, in fact, be a *liaison* officer between organised education and the voluntary associations. He would naturally act in that capacity as being the only officer of the authority in direct touch with all sections of the adult rural community. An arrangement of the kind would relieve the county offices of a mass of work that must be done on behalf of the rural areas, and it is work of a kind that could be dealt with most successfully through the organisation to hand in the county library services necessarily in touch with the adult rural community. The proper type of man administering a first-class scheme would require to be well paid. His qualifications and work would demand it.

Sat sapienti.—The policy outlined, which is social and educational in character, would not be an expensive one. It is questionable, in fact, if it would in any but the poorest counties place as much as a penny on the rate, as so much of its success depends on the excellent spirit of voluntary service which is manifest in the rural areas, and which finds its only reward in seeing a contented countryside. On the other hand, there must be the central organisation with its personnel and equipment to meet the local demands and to organise

social service, and this ideal is beyond that of the pioneer schemes. If county library schemes are to be administered in a mechanical way, sending out so many boxes of books to schools and getting back so many at arranged intervals, without the suggested effort being made to develop the social and educational side, then they might cost as little as a farthing in the pound, or even less. But spiritless administration of that sort would help adult education and the voluntary associations very little ; would, in fact, serve a less useful purpose than commercial schemes such as Mudie's and the Times' Book Club, which supply to readers who know books and how to read them. These new schemes will meet the needs of very mixed classes, most of whom require to have the ministry of books expounded to them ; and the county librarians operating liberal schemes will require to be very "live wires" in contact with all social workers in the areas, so that these workers and their organisations will realise the great power of the new force operating to aid them.

CHAPTER III

RURAL VOLUNTARY ASSOCIATIONS

THE FUNCTION OF VOLUNTARY ORGANISATIONS.

In the impressive *Final Report* of the Adult Education Committee it was clearly emphasised that all organised cultural work with adults has in the past owed its main inspiration, and the success it has attained, to the work of voluntary organisations, and particularly to those established for a definitely educational purpose. The case for voluntary associations had already been discussed by Hudson in his *History of Adult Education* and by Dobbs in his *Education and Social Movements.* Since the publication of the Adult Education Committee's Report the work of such bodies has been closely examined. In 1921 the Board of Education constituted its Adult Education Committee to explore possibilities, and the committee, in the earliest of its Papers, concludes that "it is necessary, owing to the peculiar nature of adult education, to secure the enthusiasm and co-operation of voluntary organisations." There is no doubt that, in rural areas particularly, the best elements find their way into one or other of the existing associations, or have some touch with their work. The associations meet a need which no organisation promoted by departmental officialdom could meet ;[1] they are the product of the

[1] Public authorities recognise this fact. See Clarke (J. J.), *Social Administration*, p. 164.

people themselves, and the fact expresses their virtue. Following is a description of the work of a few of the more important rural associations whose activities naturally concern county library services and committees of the kind already described in this essay. The county librarian will benefit himself considerably by working hand-in-hand with them, and in such work he will be doing the finest form of social service. Special help rendered to one keen man of personality is help rendered to a circle ; in the same way special work done for, and assistance rendered to, a society, is service rendered to the community ; all service has its reactions on the community.

Adult School Movement.

The first aim of the movement is stated to be " to make and develop men and women and to teach them the art of life." In pursuance of that aim it treats as worthy of consideration any and every subject that touches the lives of its members ; it welcomes without respect to religious belief or political opinion ; its one test of membership is a willingness to join and share in responsibility for the conduct of the school ; it knows no bar of social position ; its offices are given by worth rather than by intellectual attainment. Its schools form social and spiritual homes for keen and equipped intellects seeking opportunity to learn from and to teach their fellows, for industrial leaders finding therein inspiration and knowledge for their difficult tasks, for " average " men and women who are shy of orthodox religious organisations, but who feel the need of fellowship and of educational opportunities. A large number of the schools arrange during what is

called "the first half-hour," lectures on a variety of subjects. There is now a tendency to systematise these lectures into connected courses, and thereby to increase their educational value. In connexion with the movement many week-end lecture schools have been organised and summer schools have been held at different places. There are round about three hundred adult schools in rural parts of the kingdom. (*National Adult School Union*, 30, Bloomsbury Street, London, W.C.1.)

(See *Adult School Year-book and Directory ;* Ashby : *The Rural Problem ; W.E.A. Year-book*, 1918 ; Adult Education Committee : *Final Report.*)

Arts League of Service.

The League exists to represent the various modern movements in art ; to facilitate the work of the pioneer ; and to bring before the public the efforts of the young and unrecognised. The League aims to embrace all the arts ; it hopes to form a nucleus of artists for the purposes of propaganda and to offer to them a working machinery, which, in its various activities, will bring them in touch with the general public, and awaken a greater interest in their respective arts. The greatest success of the League, and the one that appeals most strongly in connexion with rural work, is the League's travelling theatre, which in the short period of three years has visited the rural parts of the most important counties in the kingdom. That the tours have a useful stimulating effect on the villages visited is proved by the number of small independent dramatic groups that spring up in their wake. The revival of folk-song music has been one of the most striking

results of the tours. (*Arts League of Service*, 1, Robert Street, Adelphi, W.C. 2.)

British Drama League.

The British Drama League was founded in 1919 with the object of assisting the development of the art of the theatre and of promoting a right relation between drama and the life of the community as a whole. It seeks to organise by lectures and other means the study and practice of the drama as a way of popular recreation and self-expression, and to establish relations with municipalities, universities, schools and colleges, village centres, trade unions, co-operative societies, friendly societies and other labour organisations with a view to promoting their encouragement of the drama. It has affiliated over 140 urban and rural dramatic societies and clubs, publishes a monthly magazine *Drama*, gives assistance to amateur and other organisations interested in the drama cult, provides lecturers on the subject, sends out producers and trainers, lends plays, arranges conferences, lectures, debates, etc., of interest to drama lovers. The League does not take part in the actual production of plays, but gives its services in an advisory capacity wherever required. (*British Drama League*, 10, King Street, Covent Garden, W.C. 2.)

National Home Reading Union.

This body was formed in 1889 to stimulate and direct the love of reading among all classes, in the home and in reading circles—"to make reading the familiar habit of the eye and mind, to inculcate the imperative necessity for thought in the use of reading, to assist

and guide the reader towards the best use of his or her faculties and the best methods of reading the best books on any subject." With this object in view the Union: (1) Provides courses of reading, with select lists of books; (2) Sends out on loan illustrated portfolios of prints and photographs for use in connexion with reading circles; (3) Provides companionship in reading by the promotion of reading circles of not less than five members; (4) Conducts correspondence classes; (5) Issues from October to May a monthly magazine containing articles on books and their authors, questions on the books read, and information of interest to readers; (6) Arranges study circles. Reading circles of the kind promoted by the Union have been formed in connexion with many organisations; and as regards the work with schools the Union has been approved by the Board of Education. A certain amount of co-operation has been arranged between the Union and public libraries, and the Union hopes to be able to extend this co-operation in the future, especially in the formation of reading circles under the direction of the librarians. The Union has done much useful work in the past, and the policy arranged for the future should ensure a new era of prosperity for this great culture organisation. (*The National Home Reading Union*, 12, York Buildings, Adelphi, W.C. 2.)

VILLAGE CLUBS' ASSOCIATION.

This Association was formed in June, 1918, for the purpose of promoting the club-spirit in rural areas, and it is highly organised to that end. The clubs promoted by it must conform to these principles:—

(1) They should be the centre of all social activities, and all forms of mental and physical recreation; (2) They should be self-supporting, and free from the spirit of patronage; (3) All inhabitants of the village, without distinction of class or opinion, and, when practicable, of both sexes, should be eligible for membership; (4) The entire control should be vested in an elected committee. The aim of the Association is to assist in this co-ordination of social and educational amenities in the rural areas. The Association is an offshoot of the Agricultural Club, which has a membership of landowners, farmers, and rural workers meeting on equal terms to discuss the reconstruction of the countryside. A considerable amount of work has been done on behalf of the Association in different parts of Great Britain, and all concerned hope that it has come to stay. It is the rural counterpart of the Working Men's Club and Institute Union, but its scope is somewhat broader. In some villages the club works in close co-operation with the Women's Institutes. (Village Clubs' Association, 14A, Iddesleigh House, Caxton Street, Westminster, S.W. 1. See Rew: *The Village Club Movement.*)

Women's Institutes.

A Women's Institute is a voluntary association of country women formed to improve the conditions of rural life and to provide opportunities for mutual help and intercourse. Institutes of a more or less common pattern now exist in all parts of the United Kingdom. In England and Wales the movement is under the National Federation of Women's Institutes; in Scotland, under the Scottish Women's Rural Insti-

tutes in conjunction with the Board of Agriculture for Scotland; and in Ireland the Society of United Irishwomen promote circles of much the same character. The movement is best described in terms of the English Federation. The aims and objects of the Federation are: (*a*) To provide means for the effective development of the part country women can play in rural development by supplying an organisation in the country districts through which an educational policy can be given full effect, and by which the knowledge gained can be applied practically in the different branches of agriculture, rural industries, domestic science, hygiene and social welfare; (*b*) To ensure unity of purpose by laying down the general principles and procedure of the movement as a whole; (*c*) To form women's institutes and be responsible for their after care; (*d*) To advise and help the county federations. Institutes are grouped locally into county federations, which serve to mobilise the activities of the local institutes. The movement in England has been highly successful. The Executive of the Federation hope that the link between the Institutes and the Workers' Educational Association may yet become closer and that the Institutes may prove the nucleus of classes both for men and women in the villages. Already considerable stimulus has been given to rural libraries through the movement, and the Joint Committees of the Village Clubs' Association, the W.E.A., the Y.M.C.A., the Women's Institutes, and other bodies interested in adult education materially assist development on these lines. "The rapid growth of the Women's Institute movement may be the beginning of a new chapter in the education of women in rural

districts. These institutes are democratic in constitution, and the exceptional circumstances caused by war conditions have given them a great opportunity of enabling women of all classes and creeds to work together in the villages. Should they prove permanently successful in maintaining their democratic character, and in bringing in the poorer and less educated women on terms of equality, they should play a great part in the future development of village life, and prove a powerful stimulus to education generally among women in the countryside." (*National Federation of Women's Institutes*, 26, Eccleston Street, Victoria, London, S.W. 1.)

Workers' Educational Association.

The story of the W.E.A., 1903–1915, has been told by Dr. Mansbridge, its founder, in "An Adventure in Working-class Education," 1919. The "W.E.A. Year-book, 1918," may also be referred to as expressing the ideals of the movement. The Adult Education Committee[1] was composed, as to two-thirds, of W.E.A. adherents. The policy of the Central Council has been recently outlined as follows: (1) The attitude of the Association to education is that the primary purpose of all education should be to develop individual capacity, judgment, and personality, always with a deep sense of responsibility for the well-being of the community. (2) The work of the Association is two-fold: (*a*) to awaken interest in education, to create a public understanding of its true meaning and purpose, and to advocate changes in the national system of education in conformity with the ideals of the Association.

[1] Ministry of Reconstruction's Committee, 1917–19.

(*b*) The organisation of facilities for adult education with a non-vocational aim. (3) In organising and providing facilities for adult education the Association keeps in view the three main needs of working men and women : (*a*) facilities of a literary, scientific and recreative character ; (*b*) facilities for a general understanding of the character and problems of social life and citizenship ; and (*c*) special facilities for equipping them to share in the most effective way in the activity of the various organisations of which they are members. The Association is non-party in politics and non-sectarian in that its relations with other organisations are limited to such mutual activities as further its aims and objects. To enable the Association to accomplish its purpose it co-operates where necessary with, on the one hand, the Board of Education, Local Education Authorities, Universities and other educational institutions, and, on the other, with trade unions, co-operative societies, political parties and organisations, working-men's clubs, adult schools, and similar bodies. Post-war reports show that the Association is developing very rapidly in all parts of Great Britain. A Rural Sub-Committee of the Association has given much thought to the work of the Association in rural areas, and a degree of success has attended efforts in Sussex, Wilts., Yorkshire, Hants., and Kent. (*The Workers' Educational Association*, 16, Harpur Street, Theobald's Road, Holborn, London, W.C. 1.)

Young Men's Christian Association.

The work of the Y.M.C.A. in England and Wales is organised in nineteen divisions. In eight of these the educational activities are directed by special secretaries

attached to the staff of the divisional officer. Financial considerations do not at present permit the extension of this arrangement, and in the remaining divisions the organisation of the educational programme is in the main a matter of local responsibility. The national council, to which is entrusted the general supervision and co-ordination of the work of the Association throughout the two countries, maintains a special department of education as an integral part of its headquarters' organisation. The activities of the Association are carried out on the lines of what has become known as "The Fourfold Programme," i.e. physical, mental, social, and religious, and in the ideal branch each member takes some part in all four aspects. The Association caters ordinarily for boys and men, but in many Red Triangle Clubs and a few Associations girls and women are members. The educational activities may be grouped under five main headings, and in each case the endeavour is made to proceed from the informal to the formal, and to promote questions and discussion. 1. (*a*) *Popular Lecture*—Single lectures ; (*b*) *Popular Lecture Series*—A series of lectures on different topics ; (*c*) *The Lecture Class*—A number of lectures on the same topic followed by discussion ; (*d*) *The One Year Tutorial Class.* 2. (*a*) *The Fireside Talk* —An informal talk on a single subject ; (*b*) *The Group Discussion Series*—A definite series of talks on different subjects ; (*c*) *The Study Group*—A definite series of discussions dealing with one subject. 3. *Music and the Drama*—A special section of the Department of Education at Headquarters is devoted to the promotion of musical and dramatic work. This is carried out by means of Choral Societies, Orchestras, and Dramatic

Clubs. A Circulating Music and Dramatic Library is maintained. 4. *Libraries*—The National Council has in circulation over five hundred libraries containing an average of two hundred books. A very large proportion of these are in rural areas. 5. (*a*) *Practical Activities*—Various societies outdoor and indoor, workshops, handicrafts clubs, folk dancing, etc. While the attempt is made to meet the needs of rural centres in all the nineteen divisions, *special attention* has been paid to these in the following counties : Oxfordshire, Bucks., Berks., Leicestershire, Rutland, Notts., Derbyshire, Lincs., and also in Wales.

The associations mentioned have fairly widespread connexions, and most of them have been bred on the cult of the book. Their potential value as library factors need not further be emphasised. Much useful help will also be got from members of teaching organisations such as the National Union of Teachers in England and the Educational Institute of Scotland. Farm Servants' Unions and such like associations should also be made use of, as in some places the local branches are in touch with the Workers' Educational Association, and books are much in demand by them. Further information on the general subject of this section may be obtained from The British Institute of Adult Education, 13, John Street, Adelphi, W.C. 2; and The National Council of Social Service, 33, Bloomsbury Square, W.C. 1. Both these associations are in touch with local educational and social movements throughout the kingdom.

PART II—ORGANISATION

CHAPTER IV

COUNTY LIBRARY LAW AND ITS FUNCTIONING

An exhaustive survey of the law relating to the county library is not attempted. The aim has been merely to outline the salient features of the law here and in the United States, and with necessary reference to earlier laws still in force dealing with rural library provision. For further information see the various Acts referred to, also Chambers and Fovargue's *Law Relating to Public Libraries* (useful only to 1898), and William F. Yust's *Library Legislation* (A.L.A.), which contains a select bibliography to 1920 of United States writings on library law. For the law relating particularly to American school district libraries (which must not be confused with county law) see the 1896 *Report* of the United States Bureau of Education. American library laws may be noted in a general way in the *Abstract of Laws Relating to Libraries in Force in* 1915 *in the States and Territories of the United States*, issued in 1916, by the Carnegie Corporation of New York.

England and Wales.

The library districts under the Acts in the geographical county areas are: (1) the administrative

areas of the county councils ; (2) the county boroughs ; (3) the non-county boroughs ; (4) the urban districts ; (5) the rural parishes. The administrative areas of the county councils include non-county boroughs, urban districts, and rural districts, but for library purposes the powers of county councils are delimited under the Acts. It is not possible properly to understand the legal basis of the county library without some knowledge of the library powers vested in possession of other library units in the area of the administrative county. In the first place we should consider the status of the units themselves.

The *County Council* is the authority under the Local Government Act, 1888, for the administrative county. It is a corporate body with perpetual succession and a common seal, and is composed of a chairman, aldermen, and councillors. It is the responsible body for county public services, including county library provision in a specified area of the administrative county from the time the Council adopts the Public Libraries Acts, 1892–1919 ; but existing functioning library authorities in the area of the administrative county (library authorities in non-county boroughs, urban districts, rural parishes) are outwith its control as regards library services, unless by agreement arrived at with the library authorities concerned. The county council functions as regards libraries through its education committee, which is a body containing co-opted members. *County Borough Councils* represent towns listed in the Local Government Act, 1888, and a number since added ; towns which are county corporate, and towns with populations of more than 50,000 and recognised as county boroughs by the

Ministry of Health. County boroughs are almost entirely exempted from the jurisdiction of the county councils ; but they may become contracting parties as library authorities. *Non-County Borough Councils* represent municipal corporations under the Municipal Corporations Act, 1882, which have been granted charters of incorporation and have perpetual succession and a common seal. "The root idea of a corporation is that it is a body of persons acting together for a common purpose, and having a legal existence apart from the legal existence of its members." *Urban District Councils* are under the Local Government Act, 1894, and represent non-incorporated towns which contain the areas of one or more parishes. *Parish Councils* were constituted by the Local Government Act, 1894, which ruled that every parish which was in a rural sanitary district on 5th March, 1894, and which had a population of 300 or upwards was a rural parish. Parishes of smaller population may also have a parish council, or may be governed by a parish meeting. Library commissioners may be appointed under the Act.

The most important of the pre-1919 Acts dealing with rural library service are as follow :

55 AND 56 VICT., C. 53. (*Public Libraries Act*, 1892.)

The principal Act governing public libraries in county boroughs, non-county boroughs, urban districts, and rural parishes. Its special interest for us lies in sections 9 and 10, which allow parishes and parishes, and parishes and districts to combine for library purposes. Unfortunately the legal basis, upon being tested on a large scale in Nottinghamshire, was found unsuitable. In this connexion, see Memorandum on pp. 56–9 of the 1915 Report of the Carnegie United Kingdom Trustees.

56 Vict., C. 11. (*Public Libraries (Amendment) Act*, 1893.)

Section 4 allows two or more neighbouring districts to combine for any period for library purposes. A joint committee may be formed, members (who need not be members of the combining authorities) being appointed by the combining authorities.

56 and 57 Vict., C. 73. (*Local Government Act*, 1894.)

Rural parishes are empowered to adopt the Public Libraries Act, 1892, by parish meeting or a poll of the voters in the parish.

1 Edward VII., C. 19. (*Public Libraries Amendment Act*, 1901.)

Section 5 allows the authorities of two or more library districts to share the cost of any library in one of those districts in such proportion and for such period as may be determined in the agreement.

The Act of 1919 makes it impossible for local authorities within the area of the administrative county, other than those already functioning as library authorities, and those specially permitted so to function by the County Council, to take action on these Acts. The Act is so important that it deserves special survey.

9 and 10 Geo. V., C. 93. (*The Public Libraries Act*, 1919.)

1. A county council is authorised to adopt by resolution the Public Libraries Acts for an area within the county specified in the resolution, but exclusive of county boroughs, and existing library districts (i.e., boroughs, urban districts, and parish areas) in which the Public Libraries Acts are in force and in which expenses have, within the last financial year, been incurred for the purposes of those Acts, or in which a public library has been established and is being maintained under or by virtue of any local Act. The council becomes the library authority for the specified area for the purposes of the Act, the

local authorities in the area losing the power to function as regards public library service unless by arrangement with or permission of the county council.

2. Existing library authorities other than those of county boroughs may by arrangement relinquish any of their powers and duties under the Public Libraries Acts to the county council, in which case the county council assumes the powers and duties so relinquished and also all liabilities incurred for the purposes of the Acts.

3. When the Public Libraries Acts are adopted by a county council or by the council of a county borough, all matters relating to the exercise by the authority of their powers under the Public Libraries Acts, except the power of raising a rate or borrowing money, shall stand referred to the education committee established under the Education Acts, and the authority shall, unless in their opinion the matter is urgent, receive and consider the report of the education committee on the matter in question.

4. Expenses incurred by the county council under the Public Libraries Acts are defrayed out of the county fund, and the council may, after notice to parish overseers and consultation with local councils, charge any library expenses incurred by them on any parish or parishes which in the opinion of the county council are served by a library institution which has been provided by the council under the Public Libraries Acts. But no charge may be made against existing library districts without the concurrence of the library authority of the district It is clear that county council library service in areas situate within boroughs, urban districts and metropolitan boroughs should only be made by arrangement.

5. In the interests of improved library service in any district, it is provided that a county council may, by sanction of the Board of Education, rescind the resolution adopting the Public Libraries Acts in respect of a district, and thereupon the library authority under the Acts prior to that of 1919 shall have power to give effect to the Public Libraries Acts. The Board must be consulted with respect to the transfer of property or rights acquired or liabilities incurred under the Public Libraries Acts in connexion with action under this section. "District" here means borough, urban district, or parish area.

6. County councils and councils of county boroughs may be authorised to purchase land compulsorily for the purpose of any of their powers or duties under the Public Libraries Acts

in the same manner as they are authorised to purchase land compulsorily for the purpose of their powers or duties under the Education Acts, 1870–1918.

This Act of 1919 leaves the library situation in the counties complicated. We may have five kinds of authorities functioning where only one is needed. Library service under the circumstances is both difficult and dear ; there is always much duplicating of service and expenditure which under central control would not occur. Presumably when the 1919 Act was being shaped the promoters hoped that existing library authorities other than those of the sacrosanct county boroughs would be agreeable to relinquish their library powers to the county councils, but in various places, including parishes, where the question has been raised, strong objection has been taken to the proposal. It is clear that on the present legal basis we need hope for no real co-operation between the various bodies in counties. A synthetic library law is urgently required. The problem of library service in existing library districts which are urban districts with less than 20,000 population, and in rural parishes, especially awaits solution. Power should be given to approved county library authorities compulsorily to take over the library functions of these small places in the interest of efficient service.

Scotland.

Book provision for pupils attending schools was allowed under the Education (Scotland) Act, 1908, which is still partially in force ; but the use made of the power was inconsiderable. Probably its exercise was aborted by the generous philanthropy of Coats of

Ferguslie, whose library benefactions extended from Shetland to Berwickshire. It has already been explained that these collections were found to be in derelict condition when the first of the experimental circulating rural library schemes was promoted. Parishes had power to rate for library purposes, but the financial provision was so meagre that only about fifteen had levied a rate. The power of parishes to combine for library purposes, or with larger library districts, was no solution of the financial difficulty in the country places.

Before discussing the situation further we should explain that the county library authorities in Scotland are the county education authorities (*ad hoc* bodies which have adequate powers to provide books to the county populations), the magistrates and councils of burghs (the equivalent of the provincial boroughs in England and Wales), and parish councils constituted under the Local Government (Scotland) Act, 1894, which are of the nature of the English boards of guardians.

The Acts relating to rural library provision are as follow :

50 AND 51 VICT., C. 42. (*The Public Libraries Consolidation (Scotland) Act*, 1887.)

The principal Act can be adopted in parishes by vote of the householders. The parochial board the authority (powers of same transferred to the parish council under the Local Government (Scotland) Act, 1894).

62 VICT., C. 5. (*The Public Libraries (Scotland) Act*, 1899.)

Burghs and parishes which have adopted the Act of 1887 are empowered to combine by agreement for any period for library purposes.

The Education (Scotland) Act, 1918, besides extending the powers of the education authorities (newly-constituted on a county basis) by enabling them to make adult book provision, did much more : it opened out a vista of educational opportunity which appears to widen the more the powers under the Act are contemplated. The section authorising schemes of rural libraries is short and may be given in full :

> 5. It shall be lawful for the education authority of a county, as an ancillary means of promoting education, to make such provision of books by purchase or otherwise as they may think desirable, and to make the same available not only to the children and young persons attending schools or continuation classes in the county, but also to the adult population resident therein.
>
> For the purposes of this section an education authority may enter into arrangements with public libraries, and all expenses incurred by an education authority for those purposes shall be chargeable to the county education fund : Provided that where in any burgh or parish as defined by the Public Libraries Consolidation (Scotland) Act, 1887, the library rate by that Act authorised is levied, there shall be raised within such burgh or parish on account of any such expenses such sum as will, with the produce of the said library rate, amount to the sum which would have been raised within such burgh or parish under this section had such library rate not been levied within it.

This section applies to every county in Scotland and also to every burgh with the exception of the scheduled burghs of Glasgow, Edinburgh, Dundee, Aberdeen, and Leith.[1] Obviously not many of the burghs will be affected by it directly, as most have rate-supported libraries.

With this section should be considered Section 13 (3) (*c*), which says :

> " In ascertaining the amount of the deficiency in the education fund, and allocating and apportioning the same among

[1] Leith is now included in the Burgh of Edinburgh.

> the parishes comprised in the education area, the education authority shall take into account and have regard to the restriction contained in the proviso to the section of this Act relating to provision of books for general reading."

In this way a parish or burgh (being part of a county) shall deduct from so much of the proportion of county education rate levied on the parish or burgh as corresponds to the cost throughout the county of books for general reading a sum equal to the amount, if any, raised in the same year within the parish or burgh by means of a "library rate." No specific flat rate is levied on account of the library scheme. The general effect is to exclude burghs or parishes which have rate-supported libraries from the levy ; but these may be supplied to under the county library scheme at the discretion of the local education authority. A considerable measure of co-operation is allowed between public libraries and the authorities for the purposes of library schemes. An arrangement exists as between the Public Library Committee of Montrose and the Local Education Authorities of Forfarshire and Kincardineshire ; in this case the librarian of Montrose Public Library acts also as county librarian in the joint scheme under the two county authorities, and the rural library books are housed at the Montrose Public Library.

While co-operation between public libraries and the county library has been achieved, the reference in the same connexion to the parish libraries is beside the point. There are rather more than a dozen in Scotland, and in every case they are quite unsuitable for the purpose suggested, as the average rate is about £60—just sufficient to provide books (not library service)

for a reading population of less than a hundred souls. A glance at any recent table[1] showing library incomes suggests that most of the urban authorities require help themselves ; they are in few cases in a position to assist the county authorities excepting in an advisory way.

The control of a county library service may be vested in a committee of the kind described in Second Schedule, Clause 11, of the Act of 1918. The Clause reads :

> 11. Subject to the provisions of this Act, an education authority may from time to time appoint committees consisting in whole or in part of members of the authority, for the exercise of any of their powers, and no committee of an education authority shall, unless re-appointed, hold office for more than one year. Provided that an education authority shall not so delegate any of the powers and duties of a school management committee constituted under the section of this Act relating to school management committees, nor any powers and duties which by that section the authority are required themselves to retain, exercise and perform.

The power to co-opt outsiders is rarely exercised in the case of county committees on libraries, whereas in the case of the urban library committees these must under law be composed as to half of representatives of the householders. The principle of co-option also obtains largely in the case of English town library committees. The principle is a sound one and should be exercised. The most useful people to co-opt in county schemes are obviously the representatives of rural voluntary associations such as the Village Clubs' Association, the Young Men's Christian Association, the Adult Schools, and such like bodies. Members of

[1] See SCOTTISH LIBRARY ASSOCIATION : Statistics of Public Libraries in Scotland. 1922.

this class are able to give invaluable service in the schemes.

The possibilities of extension work with the adult population are indicated in Section 9 (4), which reads :

> "It shall be lawful for every education authority with the sanction of the Department to contribute to the maintenance of any educational institution or agency, where such contribution appears to the Department desirable for the educational benefit of persons resident within the education area of the authority."

This clause opens up wide possibilities of development, as the County Library Committee is *ipso facto* the only Committee of the Authority in actual touch with the adult population and voluntary organisations. A committee of the kind is most favourably placed to assist in adult educational work.

Ireland.

Neither the Irish Free State nor Northern Ireland has county library laws, but it is understood that as soon as conditions permit Bills will be presented in the respective Parliaments with a view to enabling county authorities to promote libraries. Experimental schemes have been promoted in Tir Conaill (Co. Donegal) and in County Antrim. A scheme of sorts has also been in operation in County Kerry for a number of years. The existing library laws having a bearing on rural library provision are as follow :—

18 and 19 Vict., C. 40. (*Public Libraries* (*Ireland*) *Act*, 1855.)

> The principal Act, which may be adopted in incorporated boroughs, towns, and rural districts (Act of 1902)

57 AND 58 VICT., C. 38. (*Public Libraries (Ireland) Amendment Act*, 1894.)

Gives power to two or more neighbouring districts to combine for any period for library purposes, and allows a library authority to extend lending library facilities to persons not being inhabitants of the district.

2 EDWARD VII., C. 20. (*The Public Libraries (Ireland) Amendment Act*, 1902.)

Empowers district councils to adopt the Acts and allows county councils to make grants in aid of libraries. Such grants may be made under *The Technical Instruction (Ireland) Act*, 1889.

Regarding these rural library laws of the United Kingdom it may be noted that, in common with library laws in nearly every other country, they are permissive. At the same time the argument advanced in some quarters for compulsory legislation is strong. Long before the county Acts took effect in England and Scotland it was said by educationists that scholars in schools did not have access to sufficient books of a general character. The Education (Scotland) Act, 1908, and the Code in England of 1907 made provision of sorts, but the need for a better regulated supply was obvious. This aspect alone—the educational aspect—might have appealed to the Board and the Department as a reason why the schemes should be made compulsory as educational adjuncts. It is not likely that such a decision would in this connexion have resulted anywhere in unwise spending ; it would (most usefully) have regularised library book provision in a manner ensuring economy in the long run. Apart, however, from the school library aspect, the experimental schemes proved that there was a clamant demand for

adult book provision, a need so great that action to meet it was long overdue. The lessons learned had been painfully clear for decades to many interested.

The movement to carry out the Acts has been slow notwithstanding the offer of grants in aid, and the fact that a period has been set in respect of these grants. It is realised that certain of the authorities do not desire to promote these schemes as helps to the adult population; they have no vision of the fine work that awaits doing. One eminent director of education even questions whether the adult library powers should be in the hands of the existing authorities; but the difficulty would be to find better. Efficient local organisation seems largely a question of efficient central control. The question is seemingly not one peculiar to this country. An experienced American librarian [1] asks if it is not true that long consideration of the needs of childhood and youth rather incapacitates the person or board for the most satisfactory handling of adult problems. "A careful study of school systems would lead one to answer such questions affirmatively. Furthermore I know a state in which during a period of fifty years hundreds of thousands of dollars were regularly raised and as regularly spent for school libraries and under the sole direction of the school authorities, yet the children of that state had no library service until it was furnished by the libraries, which finally and of their own volition came to the rescue." Librarians in the United States have had considerable experience of educational control of libraries; in this country experience is young, but

[1] Milton J. Ferguson in *Library Journal*, 1920, p. 779. See also Hazeltine (A. I.), *Library Work with Children*, pp. 91–8 (H. W. Wilson Co.), and *Library Journal*, 1905, p. 211.

whatever its tendency there is no doubt the authorities could be helped very greatly by the Board and the Department if they availed themselves of professional aid and began to function in these matters in an advisory way. We have discussed this question of legal control of the schemes at some length. The question of finding the best possible authority to administer any public service is highly important.

Many other points in the existing county library law arise for discussion, but we may limit ourselves to stating certain points which it is suggested a thoroughly effective British library law would embody: (1) The county library to be permanent once established; (2) Other public library authorities in the county to be legislated into the county scheme; (3) A minimum rate for library service to meet the needs of twelve per cent. of the population in the area (i.e., the average library population); (4) County librarians to be qualified according to accepted professional standards; senior assistants to have had practical training in a rate-supported library; (5) The county library committee to be *ad hoc*; (6) The creation of library offices with trained personnel at the Board of Education and at the Scottish Education Department, or at the Treasury; and under the Governments at Dublin and Belfast.

United States.

The county library laws of the thirty or so states which have passed Acts afford an extremely interesting but complex study. We need only refer to the fact that the first state Act concerning a rural library was passed in South Carolina in 1700 to protect a Bray

library. In 1712 a supplemental Act was passed because "the unrestrained liberty hath already proved very prejudicial to the said library, several of the books being lost and others damnified." Down the years other Acts of the same nature were passed for special society libraries here and there, and later, rural schools received libraries under the state school laws. School district libraries were acknowledged failures. With the rise of state library commissions the rural problem was attacked in a new way: schemes of travelling libraries were promoted in many places, and without doubt these created conditions which naturally led to the adoption of the county as a unit.

In many cases these county schemes are or have been under state library authorities which have helped them exceedingly in the pioneer years; but there now appears a tendency for the work and powers of the commissions to pass into the hands of the state libraries. Five transfers of this kind were effected in one year (1921): Illinois, Maine, Michigan, Ohio, Washington. There is a difference of opinion among American librarians as to which arrangement serves the counties best; but no doubt one central library authority in a state should be sufficient. So far as the county libraries are concerned, they appear to fare well under the Californian system, which makes for a closely knit service.

The majority of the laws provide for a county tax, which is in some cases definitely indicated, in others a minimum or a maximum (or both) is stated, while in a number the cost of service is met by an appropriation. Some counties organise their own services, while a large number are empowered to make special contract

arrangements with existing libraries in the districts, and in most cases of the kind the county is represented on the library board with which the contract is made. The contract system has sometimes caused dissatisfaction, as for example in California, where "experience shows that service from the city institution accomplishes less. Twelve counties have tried the contract, but all but four have given this method up." It is clear that though contracting is generally legalised, the county authorities are required to watch the service carefully. In most of the states the county library laws may readily be put in operation, but in a small number the question has to be put to popular vote.

The following factors cover what American librarians believe a good county library law should contain. They are based on a most valuable comparative study contributed to the *Library Journal* in 1920 by Mr. William J. Hamilton, of Indiana: (1) Library board should have power to fix tax: covered in laws of California, Indiana, Kansas, Kentucky, Montana, Ohio, South Dakota, Texas, and Utah; (2) Minimum fixed tax rate: Indiana, Kentucky, New Jersey, New York, Ohio, Wyoming; (3) County officials obliged to provide library service: *without an election* in Indiana, Pennsylvania (under conditions), Texas, Utah, and Wyoming; *after an election* in Illinois, Kansas, Minnesota, Missouri, Nebraska, New Jersey, Ohio, Pennsylvania, Texas; (4) Permanence of county library once established: Indiana, Kansas, Kentucky, Maryland, Montana, New Jersey, Ohio, Oregon, Pennsylvania, Tennessee, Utah; (5) Provision either for new county library or contract with city: all; (6) County representation on city

board giving extension service : Indiana, Kentucky, Michigan, Pennsylvania, Wisconsin ; (7) Certification of county librarians by state body : California, Illinois, Montana, New York, Ohio, South Dakota, Tennessee, Texas, Utah, Wisconsin ; (8) Exemption of districts with libraries if they desire it : all excepting Illinois, while Iowa exempts all cities and towns whether or not they have libraries ; (9) Required attendance of librarians at state and district meetings at county expense : all recent laws ; (10) Annual report to state library office : fairly general.

As a commentary on this we reproduce an " Outline of country library law (as originally exemplified in California and modified in other states)."[1] It may be found serviceable as providing a sort of synthesis of existing American County Library Law :—

1. The supervisors may establish a free library for that part of the county lying outside of incorporated cities and towns maintaining free libraries (several states provide that they shall do so on petition of a certain percentage or a specific number of voters or after a favourable election. A number of states also provide for the disestablishment of a library and withdrawal from a contract).

2. Cities and towns may join the county free library or may contract with the county free library for such service as they may desire; counties may contract with each other for joint library service or with a city library to extend its service to the county. (Some states omit the contract system and others vary in methods whereby a city library may become the centre of a county library system. The Oregon law specifies in detail certain requirements of the contract.)

3. County law libraries, county teachers' libraries, and school libraries may join the county free libraries.

4. A tax of not over ten cents on $100 may be levied to support the county free library. (Some states also establish a minimum tax.) [Note.—The tax in the U.S. is on the value of all property; not merely on rental, as in these islands.]

[1] *Library Legislation*, William F. Yust (A.L.A.). See also " Summary " in *News Notes of California Libraries*, 1922.

5. The county library is controlled by the county supervisors. (The tendency in more recent laws is in favour of a special county library board.) The authority in control of the county library levies the tax for its support and appoints the librarian. The administration of the library is in his hands. He must have a certificate from the state board of library examiners.

6. The county libraries are under the professional supervision of the state librarian. (In some states this supervision is by the state educational authorities and in others by the state library commission.) The supervising authority shall require annual reports, visit libraries, call meetings of county librarians and require their attendance.

This statement indicates at an early stage in the history of these American county schemes the realisation of a high ideal of organisation, the probable reason being that the American Library Association has for some years been making library law one of its special concerns, its watchfulness being shared by the local professional associations throughout the country.

Adoption of the Acts.

In England and Wales the Public Libraries Acts, 1892–1919, are adopted by a resolution of the County Council in terms such as the following :—

> "That as from . . . the county council do adopt the Public Libraries Acts 1892 to 1919 for the administrative county of . . . exclusive of such places as are existing library districts and that all the powers of the county council under the Public Libraries Acts, 1892 to 1919, except the power to raise a rate or borrow money are hereby delegate to the Education Committee."

The first matter for the consideration of the Education Committee is the appointment of a county library committee and the preparation by the members of a scheme for submission to the Education Committee.

The county librarian should be appointed as soon as possible, in order that the necessary survey, on which the scheme should be based, may be made. The subject of county library survey is discussed at length in a following chapter, and its importance in relation to the drafting of the scheme need not be emphasised here.

What has been said in the last paragraph applies to schemes in Scotland. Under the Education (Scotland) Act, 1918, the authorities for county education may exercise library powers without passing a resolution. As in the case of the schemes in England and Wales, a scheme is prepared.

The County Library Committee.

The subject of the best kind of committee to serve in British schemes has been discussed at length in Chapter II., in the policy section of this work, and readers are referred to that section. A matter that must be emphasised is the importance of having a special committee of the kind, and the measure of importance the authority attach to its recommendations is the measure of their understanding of the work the service is doing. The fact that in certain schemes the work of the special library committees has been turned over to supplies committees and committees on the training of teachers serves to show how hopeless the situation is in places, and the urgent need of competent central control which might suggest policy to the local authorities.

The committee should arrange for the local secretaries to meet each other at certain times during each year at the office of the county librarian.

Local Committees.

From the earliest of the experimental schemes it was realised that the local libraries should be watched by locally-elected committees, with the local librarians as secretaries. Committees of the kind have proved very useful in helping to maintain interest in schemes, and in many practical ways. As far as possible they should contain representatives of local bodies, with one or two teachers and representatives of the readers. The committees should not be large—seven members is the usual number suggested. Their work includes general oversight of the local scheme, power to appoint the local secretary, suggesting of books for local collections, the making of recommendations as to additions to the county stock, the organisation of lectures and study circles in co-operation with the county library committee.

Bye-laws.

These should be simple and as few as possible; brief and to the point; general enough to allow fluidity in administrative policy. Few people read bye-laws either in parks or in public libraries. Readers are wisely content to know that library service is free, and that so long as they observe the ordinary canons of conduct, and look at the date and notice labels, they know all that they as a rule need know. The following rules are based on accepted forms.

LIBERTON COUNTY LIBRARY.

Rules and Regulations.

1. The term "County Library" means any and every library under the control or management of the Authority; the expression

"County Librarian" includes the County Librarian and his Assistants; the word "Book" includes all periodicals, pictures, maps, records, and generally all material available for use and perusal by readers; and such words as indicate the singular shall include the plural, and the plural the singular, and those indicating males shall include females.

2. The County Librarian shall have general charge of the County Library, and shall be responsible for the safe-keeping of the books and all the property belonging thereto.

3. The County Library shall be open to the public free of charge on such days and during such hours as the Authority, or the Library Committee, may from time to time direct, and the Authority, or the Library Committee, shall have power to close any part or all of the County Library wholly or partially during such times as they may think fit.

4. The County Librarian shall have power to suspend the borrowing right of any reader whose condition or conduct is offensive; but persons so suspended may appeal to the Authority's Library Committee.

5. No person shall make use of the County Library unless he has signed the necessary application form and unless his application has been accepted. The signing of the application form is an undertaking on the part of the applicant that he will agree to observe the regulations as made from time to time.

6. Books which have been out on loan shall be delivered to the County Librarian or his representative, and if on examination they be found to have sustained any damage or injury, the person to whom they were lent shall be required to pay the cost of damage done or to procure new copies of equal value.

7. Borrowers are cautioned against losing or transferring their tickets, as they will be held responsible for books borrowed on their tickets. Changes of address should be reported to the County Librarian within one week.

8. If a borrower fails to return a book within four weeks from the date of issue without having renewed his right to it in the interval, the County Librarian shall request its immediate return, by postcard, letter, or otherwise, and the fines for non-return and the cost of recovery shall be payable by the borrower.

9. Borrowers may propose books for addition to the County Library, or make other suggestions, on forms provided for the purpose, and these shall be submitted to the Authority's Library Committee for consideration. All proposals and suggestions must be signed and address stated by the proposer.

10. Borrowers in whose homes there is any infectious disease must deliver books and tickets in their possession to the Sanitary Authority of the district, and must make no further use of the County Library until the house has been declared free of infection. Any borrower who neglects to comply with this regulation shall lose the use of his library ticket, and shall not be allowed to borrow books again without the consent of the Authority's Library Committee.

11. Borrowers who desire special library facilities or book provision, such as the loan of books from other libraries, must sign and otherwise complete the appropriate forms provided for the purpose and agree to pay all necessary costs in connexion with the loan, and to obey the special regulations.

These rules cover general matters, but in every case one or two special rules should be added covering special points, such as fines, or other penalties, etc.

In terms of the Ministry of Health (Libraries, Museums, and Gymnasiums Transfer of Powers) Order, 1920, Bye-laws should be submitted for approval to the Board of Education.

CHAPTER V

THE COUNTY LIBRARY STAFF

In the period of the experimental rural library schemes too little attention was paid to the question of the professional qualifications of candidates for librarianships in the county schemes—in some instances the posts were not even advertised—and in no case was a salary offered substantial enough to attract the best qualified men. The times were out of joint, and one or two authorities refused to make appointments, while others proceeded to elect persons with good clerical abilities but no experience in library work. It would appear that the work which was requiring to be done in the rural areas and which could be done through these schemes, was not appreciated, though the nature of the opportunity was clearly indicated in the Report of Professor Adams. It may frankly be stated that the general attitude towards service in the schemes was thoroughly bad ; the cost factor was too much in evidence considering that the schemes were purely experimental ; the policy taken up was in nearly every instance a mechanical policy of book supply ; the matter of staff assistance was ignored ; in no case was a library survey made ere action was taken to float a scheme ; the work of the rural library organisers was restricted to so much routine distribution of boxes and collecting of circulation figures. The golden

opportunity which the new organisation offered of mobilising the adult social and educational activities of the rural community was not seen, the desire in nearly every case being to give, *mutatis mutandis*, exactly the same sort of service as was provided by the existing school libraries, excepting that in the majority of cases the schemes were worked on a circulating basis. The situation so continued down to 1920. Within the past year or so a change of policy has gradually been taking place which will undoubtedly lead to a stronger recognition of the importance of placing all these schemes in charge of first-class men and women possessing the necessary enthusiasm, acquaintance with social factors, and a knowledge of books and of methods of exploiting them in the interests of rural development. The change of attitude is much overdue. When work that is cultural is prosecuted after a mechanical fashion, important results need not be looked for. It is characteristic of all such work that the human element must be active in it or the spirit of the thing is lost. Personality and knowledge will always remain more potent factors in the success of these schemes than mere mechanical perfection of methods of box transportation. The best organised scheme will not function unless by the force of informed personality behind it, and this applies particularly to the work of the social services.

Rural library work at its best is missionary work ; it calls for the gifts of self-sacrifice, enthusiasm, and knowledge if the highest results are to be attained in it. But unlike some professional occupations, it is a work that may be prosecuted along mechanical lines, and a measure of success attend it because of the natural

appeal books make in the community. In this way a scheme may be a success after a fashion,—the statistical results may compare favourably with all others of the same nature, and yet the real work may not have been touched. The amateur may thus carry on for a long time doing the merest routine work, the whole scheme being quite mechanical and meeting a bookish demand in as spiritless a fashion as a commercial book club. Professional keenness and pride in professional work comes only with years and experience; sooner or later amateur work declares itself and local helpers tire of the shiftlessness in procedure.

The importance of skilled administration declares itself insistently and especially in regard to the personal work with the local helpers, who require coaching and encouragement if their services are to be worth while. A certain amount of this instruction should be given at the headquarters, and in this work the basis could be laid for periodical conferences between the county librarian and the voluntary workers. After all, half the battle lies in impressing those who are to help in the scheme with the confident enthusiasm which the county librarian himself feels. Enthusiasm, confidence, and knowledge can be imparted only by those experienced in the work of schemes. Fortunately the spirit of public service is common, and there are cultivated men and women on the countryside who are prepared to help in any way they may. The success of the women's institutes and the village clubs and such like movements shows that. The librarian who has proper assistance at headquarters can make use of such willing help and can organise his scheme quickly and find time in which to look around, extend the service,

anticipate the needs of the people, and plan out a campaign in conjunction with social and educational workers in the county who are attached to national organisations. In so doing he will be building solidly, with a certainty of accomplishing much needed work. On the other hand, the unskilled worker, strive as he may, naturally takes much time over mechanical duties and loses many opportunities, and he cannot create such. He toils over technical difficulties such as the trained librarian will take in his stride. This aspect must not be minimised.

County librarians engaging in work of this nature—adult educational work—should receive remuneration such as will enable them to maintain a position equal to that of other county officials doing important work. The accepted urban library staffing and salary policy should have no bearing on the question, as the factors are in many ways entirely different. The education authorities have power to rate adequately for library service—a power only extended to the urban authorities in 1919. The bad tradition of the town library service should be ignored, and attention paid by authorities to the matter of getting the best possible men or women for the posts. The recognition of the importance of professional qualifications is much too slow, but probably there will not be a change in the matter until the library service, like other public services, is controlled directly by competent central authority.

British librarianship has its own Association, which is also an examining body. The professional examination is sufficiently severe to keep out dullards, and a fair amount of practical work and close study of text-books

on the various subjects of study are necessary in order to enable the student to acquit himself with credit. The curriculum has been criticised as narrow in scope, and this is admitted and is being remedied. Probably in due course it will demand of all students a knowledge of the work and methods of associations concerned with public service and with democratic adult education, as work of the kind touches the library service at all points. We would like to see the students put through courses such as those organised by the Schools of Social Study at Liverpool, Glasgow, Edinburgh, and elsewhere. The librarian dealing with the adult community should have studied the elements of community life. The subjects on the Library Association syllabus include literary history, bibliography, classification, cataloguing, library history, foundation and equipment, library routine. These are essential technical studies. The librarians and assistants whose interests lead them to study and to join up in the work of the voluntary associations will find wonderful inspiration in them, and they will open out many opportunities for service through the library schemes.

In virtue of the field-work that distinguishes the county library service from urban library service, the qualifications to be looked for in a county librarian differ somewhat from those of officials in urban public library work. In the main, however, the qualifications are the same. Appointments in Britain are made by the county library committees and submitted for approval to the authorities. In few British instances, so far, has a scale of salaries been indicated. In some twenty-three of the American states the appointments

are made by the county boards of supervisors or other library authority, and in some twenty the salary scale is fixed by statute. In ten states the person appointed must be a certificated librarian.[1]

No better statement of the duties of the librarian in charge of a service has been compiled than that given in James Duff Brown's *Manual of Library Economy*, and, with necessary changes, we reproduce it here.

1. He should superintend and prepare all the business for the county library committee, including preparing agendas, checking accounts, compiling lists of books, and preparing reports. (The work of summoning meetings and taking minutes should be a duty of the staff of the authority.)
2. He should attend all committee meetings, and such of the authority meetings at which his department is likely to come under review.
3. He should supervise all specifications for contracts, and bring forward in plenty of time all business which arises regularly, either monthly, quarterly, or annually.
4. He should sign all orders and be responsible for all correspondence connected with the library.
5. He should fix the time, duties, and daily work of the staff, and they should be responsible to him.
6. He should co-operate with social and educational bodies and workers in the county in the interest of the county library service.
7. He should plan and organise the system of local distribution, and organise reading and study circles and lectures in the interest of the service.
8. He should aid all readers, as far as possible, in research.
9. He should ensure that the closest co-operation exists between the county library service and neighbouring public libraries, and with the corresponding Central Library for Students.
10. He should attend meetings of library associations, and meetings of local, social and educational organisations connected with the county.

The question of the relationship of the county librarian to the chief education officer of the

[1] In U.S. some 17 universities and colleges give practical training in librarianship.

authority has been discussed by the Carnegie United Kingdom Trust. The subject was first raised at the Dundee Conference of The Scottish Library Association in 1920, when the writer suggested that the county schemes should be under the control of special committees, with the county librarians as immediate reporting officers, working in close co-operation with the executive officers, who would pass on to them names of all adolescents leaving school and whom it was desired should be put in touch with voluntary agencies.[1] The view of the Carnegie United Kingdom Trustees was later expressed that " he ought to be hand-in-glove with the Director of Education, with the Education Inspectors[2] . . ." The claim was put forward more strongly in an appendix to the 1921 Report of the Trustees, which was an abstract of a memorandum[3] submitted to the Adult Education Committee of the Board of Education. " If a county is to get full value from the expenditure incurred, the county librarian must be a man or a woman of wide sympathies and general knowledge, physically fit for a good deal of rough travelling, and well acquainted with modern movements such as those referred to in the last paragraph. . . . It is possible that in time the county librarian may develop into a kind of Adult Education Officer with wide responsibilities. His proper relation to the Director of Education (whether subordinate or parallel) has yet to be standardised . . . the closest co-operation is clearly desirable in order that there may be proper co-ordination between juvenile and

[1] *Scottish Educational Journal*, July 16, 1920.
[2] *Proceedings of the Carnegie Rural Library Conference*, 1920, p. 21.
[3] Later printed as an Appendix to the Board's Adult Education Committee Report on " The Development of Adult Education in Rural Areas." 1922.

adult book-provision." [1] The comment as regards the kind of committee required is much on the lines of the body described earlier in this work.

Routine work in the county library repository takes up a considerable amount of time, but as it is largely of a mechanical nature (requiring, however, a good knowledge of books) it should be left mainly in the hands of a trained subordinate with such other junior assistance as may be got. The question of what subordinate staff is needed is still unsettled. In some counties an appreciable amount of elementary routine work is done by assistants from the education offices, but these assistants are not noted in returns as being on the library staff. If the scheme is nothing more than a school library refresher scheme, a staff of two would serve to supply to 150 school stations, but that would not be a county library service. If a service is given both to school children and to the adult population and the service worked through both schools and institutes and in co-operation with voluntary organisations, the work will be much more important and telling, and the need of proper staff provision be apparent. The question is complicated by the fact that some county schemes embrace populous communities which demand a considerable amount of attention and very many more books than ordinary villages, while other schemes deal with almost purely rural areas. The difficulty will probably in time be settled on a population basis, and it will always be affected by the demands on schemes. At the present time a scheme with a hundred stations and worked in conjunction with rural organisations should have a staff of three, and one with one hundred

[1] *C.U.K.T. Eighth Annual Report*, pp. 30–36.

and fifty stations, a staff of four. A scheme embracing semi-urban areas should have on the staff an assistant who would be free to devote special attention to such places and do actual work at distributing points as often as the general needs of the service would permit. In the United States, where the library factor in community life receives more recognition than it does here, we find the county schemes well-equipped at headquarters. Taking one state alone—California—we find that the Monterey County scheme has a headquarters staff of seven (county pop., 27,980) ; Siskiyou County, a headquarters staff of five (county pop., 18,545) ; Kern County, a headquarters staff of ten (county pop., 54,843). These figures have been chosen at random from the *News Notes of California Libraries*, 1922. American county schemes have been longer on the way than the British schemes, and the Americans have profited by their accumulated experience. An adequate central staff must be regarded as the heart of the county scheme ; only next in importance to the books.

So much for the central staff. As regards the stations, the case should not present undue difficulty, as teachers and others have in the past proved themselves very helpful. Local help should be one of the most important subjects considered in connexion with the county survey. In the case of the collections placed in the rural schools, no difficulty need be anticipated ; the teachers are much alive to the value of the libraries as educational adjuncts, but the adult service aspect requires careful consideration. The subject has an important bearing on the location of book collections, and this specific aspect is fully discussed in the chapter

on service to stations. The important point to ensure is that from the start of the scheme the most suitable local helpers are appointed. If there are representatives of the voluntary associations on the County Library Committee, little fear need be entertained but that willing and interested workers will be got.

A COUNTY ANTRIM STATION.

In American schemes local librarians are paid for their work (ten dollars per month and upwards), but so far as appears, payment has been made in one British county only, and to teachers. All out-of-pocket expenses on the part of the local helpers should be met by the committee. Arrangements should be made for all actively assisting in the scheme to meet the county librarian in conference once or twice a year.

CHAPTER VI

THE COUNTY LIBRARY HEADQUARTERS

THE question of buildings for county libraries is a difficult one. It will be remembered that during the war the Ministry of Health decided that buildings of the kind should not be erected until the housing situation became easier. The principle was obviously reasonable in view of the circumstances, and it followed that, for a period, the provision of special buildings to serve as county library headquarters would not be attempted. Unfortunately, situations of this kind are apt to react seriously on a movement, and in this case —and although building conditions are rapidly becoming easier—it is clear that some time will elapse ere suitable county library buildings will be erected. The idea has gone abroad that any old barn or class-room may be made to serve as the home of the county library—the statement is hardly an exaggeration. The idea merely indicates lack of vision as to the county library as an institution housing the county book stock and archives, and serving as the county centre for rural voluntary associations. In due course we may see schemes developed to this end. In no case is accommodation satisfactory at the present time.

Meantime schemes can be proved so far as making mere book provision is concerned, even though the books are housed in adapted buildings. The success

of schemes is largely automatic by reason of the appeal books make to a large number of people, and this prepares the way for the finer work that awaits doing. Extension work of every kind will be possible in the future when the broader conception prevails and proper central administration is provided.

WILTS COUNTY LIBRARY IS HOUSED IN AN ARMY HUT; SHOWING BOXES READY FOR TRANSPORT.

The following facts and figures regarding repositories are based on information supplied in connexion with nine representative county schemes in England and Scotland which have been in operation from three to seven years. In each case the accommodation was adapted for the purposes of the scheme, and the results were in no case regarded as quite satisfactory. The figures are therefore given as being merely suggestive and as representing a minimum of accommodation such

as will serve the needs of library schemes under the smaller authorities.

Area Accommodation.

The average area accommodation of the nine book-stores is 1,075 square feet (=25′×43′). These figures cover space for the county librarian's office, workroom, stock-room, etc. This area, besides giving book-store accommodation for a scheme circulating about 15,000 volumes, allows for a small office 12′×18′=216 square feet. An apartment of this size might serve on occasion as a conference room in which the county librarian would meet his local helpers, and representatives of rural voluntary and other associations. Presumably not more than 25 to 30 persons would normally be present at one time. Larger meetings would be held in the rooms of the authority. It will be observed that the accommodation figures cover schemes circulating about 15,000 volumes. From the progress made in the best of the existing schemes (those that have had a real opportunity to develop under skilled guidance) it is quite clear that the accommodation indicated should be regarded as the minimum.

The chief factors affecting the size question in relation to the book-store proper are: (i) bookcases, (ii) box-storage, (iii) working space, (iv) office. These factors may be considered separately.

Bookcase Accommodation.

The average length of shelving in the nine schemes comes out at 700 feet run, equalling eighteen double bay standard bookcases, with shelves on either side, carrying rather more than 6,000 volumes. (The

calculations are in terms of standard bookcases only, as wall-shelving is not always convenient to have in adapted premises.) Arranging the eighteen bookcases end to end in six double bay runs and in parallel order of sixes, with 3′ space between each and at front and back of the series, and 2′ 6″ at ends of the cases, the ground space covered is about 350 square feet. The book storage allowed would be sufficient for a small scheme circulating 15,000 volumes. It is specially in respect of book storage that foresight is needed when setting up a repository. The more space there is available for expansion the better, as libraries grow very rapidly. For general guidance it may be stated that roughly 100 square feet is necessary to provide space for bookcases to carry about 2,500 volumes.

The accommodation suggested for the books may appear quite inadequate as judged by the requirements of ordinary libraries, but an important point to remember is that the stock of a rural library scheme is essentially a floating stock. From the very start of the scheme collections should be sent away as quickly as the books are prepared. When the scheme has been fully organised there need not be on the shelves at any one time more than 25 per cent. of circulating stock. It is necessary to have that proportion in hand in order to meet the requests from the rural localities ; but reserve stock above that proportion will probably be superfluous. There may be available in the county collection extra copies of many of the books, and from a reserve stock of 25 per cent. it will be possible to meet demands from the localities fairly satisfactorily. These demands should receive the chief consideration, and the actual books asked for

should be sent whenever possible. To send books other than those asked for causes natural dissatisfaction. An inadequate reserve stock invites trouble of this kind.

The greater the success of a scheme at the outset, the fewer books there will be on the shelves ; nevertheless the reserve stock must grow as the collection grows, and be kept in good order. General guidance both as to the number of volumes required in a scheme, and as to the reserve stock, may be arrived at by roughly calculating that twelve per cent. of the county population will use the libraries.

A point that has an important bearing on the shelf provision aspect is the fact that at no time need the total stock in circulation be recalled to the repository. An annual or periodical recall of books for stocktaking purposes is quite as unnecessary in the case of a rural as of an urban scheme. At the same time it may be explained that in the shelf accommodation calculations given with regard to stock, allowance has been made for rather more shelving than is required to accommodate 25 per cent. of the stock. The extra shelving allowed for is necessary for the purpose of holding the collections which are being prepared for despatch, collections just returned, volumes to be repaired and rebound, replacements and additions, and county reference collections. In a busy scheme several collections will be in process of formation at the same time.

Box-storage Space.

This kind of accommodation presents no serious difficulty. At the start of a scheme it will be found economical to order a large number of boxes, and to

A CORNER OF A SCOTTISH COUNTY LIBRARY REPOSITORY, SHOWING COLLECTIONS BEING BUILT UP.

find store space for them ; but when the scheme has been floated, probably even in the largest schemes accommodation for less than fifty boxes at one time will be necessary. It is here presumed that the scheme will be so administered that the stations will be served in rotation, perhaps parish by parish, throughout the year, for the convenience of the service, and also in order to avoid needless storage demands. Nine book-boxes of average size (carrying 50 to 60 volumes each) would occupy about 25 square feet ; piled up about 7 feet high, 54 could be accommodated in the same area. Presumably in schemes in which motor transport is used, and direct delivery is possible, bags of a suitable kind could be used for holding the collections on the journeys between the county library and the rural localities. Bags would obviously require much less storage space than boxes.[1] The latter are necessary only where there is no thoroughly satisfactory transport service. They are, moreover, expensive, and probably will go out of use in the future when the county library schemes are given proper facilities for development.

Working Space.

Space in the book-store must be allowed for the ordinary traffic of the day ; boxes coming in and being dumped, other boxes going out, collections being dealt with, work tables, cabinets, etc., and room for movement generally. The necessary accommodation for the other purposes having been found, there remains an area of 484 square feet for working space. This is quite ample for all purposes of a routine nature in a

[1] Book bags are used in California in connexion with county supply.

small scheme circulating about 15,000 volumes—more space would be useful, but less would prove unsatisfactory. The figure, like all others given in this connexion, should be accepted as a minimum.

Librarian's Office.

This necessary apartment has already been discussed, and it is referred to again in order to emphasise the importance of making the office serviceable for conference purposes. In the best schemes it may be possible to provide conference rooms specially for the meetings of the librarians with the representatives of the voluntary associations which the library schemes will be serving. The idea of centralising public service and adult educational work through the county library scheme should always be borne in mind. Adequate accommodation for the purpose should be provided. The calculation we have made allows for an office $12' \times 18' = 216$ square feet, just large enough to accommodate about 25 people. The personal work in these schemes is of more importance than a mere mechanical perfection in routine arrangements, and much of it will be arranged for in conference with local helpers.

General Observations.

A few general observations may be useful with reference to points which require closest consideration when arranging book-store accommodation :—

(1) The book-store should be as near as possible to the traffic point. If railway transport is mostly used, the book-store should be near the railway. Porterage charges mount up according to the distance

which the boxes have to be carted to and from the traffic point.

(2) It should be airy and bright—the lighting is an important economic factor. Neglect to consider the matter may result in needless recurring charges for artificial lighting.

CABINET FOR CARDS AND CORRESPONDENCE; FOR USE IN A SCHEME CARRYING AN INITIAL STOCK OF 15,000 VOLUMES.

(3) It should be on a ground floor. Boxes are heavy and are not easily carried up and downstairs.

(4) The entrance door for traffic should be wide and convenient to the street; preferably opening on a side street.

FITTINGS AND ACCESSORIES.

Regarding permanent fittings, including the bookcases, cabinets, work tables, chairs, etc., these should be sound in quality. Unfortunately in the recent past the tradition of economy which has arisen has led some authorities to invest in the poorest quality of fittings. All fittings and accessories should be of as good a quality as those chosen for the furnishing of the offices of the authority. Types of cabinets, trays, and office and library apparatus may be seen in

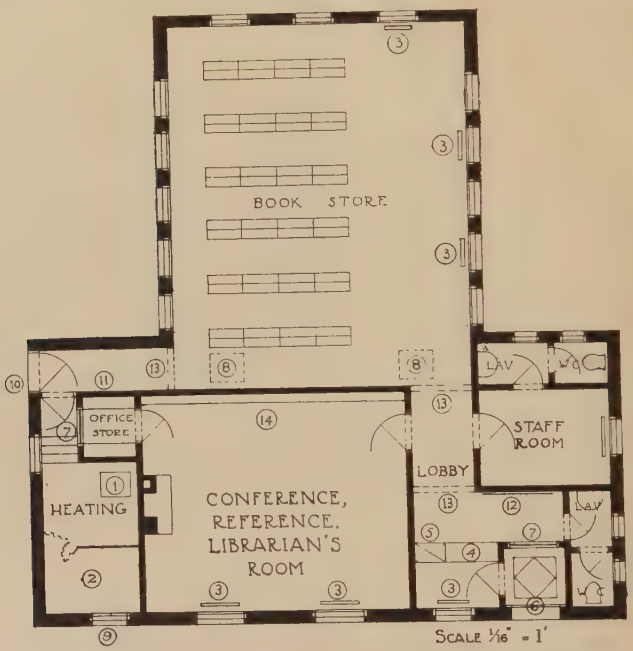
catalogues of the many firms who specialise in office equipment and in library appliances. From figures given in most of the catalogues it will be possible to calculate roughly the cabinet accommodation required in any scheme. If so desired, ready-made bookstacks can be obtained through various firms such as the above, or they may be made locally and according to specification. The shelving should be of the adjustable variety, and Tonks' fittings may be used; they are cheap and satisfactory. The question arises as to steel *versus* wood shelving. The best kind of steel shelving looks exceedingly well, and is in every way a beautifully smooth-moving piece of mechanism; but it is rather expensive as compared with the wood variety.

The general unsatisfactoriness of the building data presented in this chapter is realised. As explained, they are based on war-time schemes which had not proper opportunities to develop. A plan of a self-contained county headquarters is submitted herewith. Library headquarters in county buildings would not require certain provision made in this plan.

The plan is in terms of a scheme circulating about 40,000 volumes. The book-store bookcases would carry about 11,000 volumes of reserve stock, additions, etc. Considerable extension is possible. Special county literature and study books of a research nature would be kept on the shelves at (14), in the reference room, and this room would serve various purposes, as indicated. If desired, screens might be used in it.

The approximate cost of such structures at the present time in terms of cubic foot capacity is as

follows :—in brick, 10½d. ; stone built in lime, 15d. ; stone built in cement, 21d. In 1910 a building of the kind would have cost from 8d. to 10d. per cubic foot.



COUNTY LIBRARY BUILDING PLAN.

KEY.—(1) boiler, (2) fuel, (3) radiators, (4) enquiry counter, (5) lifting flap, (6) collapsible gate, (7) fixed glazed screens, (8) roof-lights, (9) coal shoot below window, (10) traffic door, (11) lifting hatch, (12) cloak rack, (13) arch over, (14) county reference collection.

Rough Measurements :—Total area exclusive of walls, about 1630 sq. ft.,; inclusive of walls, about 1910 sq. ft.; book store, about 750 sq. ft., allowing 300 sq. ft. of working space; reference room, about 396 sq. ft.

CHAPTER VII

THE COUNTY LIBRARY SURVEY

In any social or educational undertaking it is necessary to have clear vision as to what it is hoped to accomplish. In this chapter is indicated a method of advance—the result of observation of a number of schemes—which should serve to place county schemes from their inauguration on a sound basis of well considered policy. The suggestions may also be acceptable to authorities who have already promoted schemes, as a basis for stocktaking research in the educational sense. Library authorities find it an advantage to take stock at intervals in a systematic way of the communities served by them.

Most of the British county schemes organised to date suffer from the influence of precedent. The large majority of them have been organised on the lines of the pioneer scheme in the North of Scotland. It is suggested that that scheme should not have been taken as a pattern, excepting, perhaps, as regards the scheming out of the mechanical arrangements. Lessons learned from this latter factor were quite important, but the area of experiment was extraordinarily difficult and untypical. We have since been learning the importance of certain matters as regards the functioning of schemes on the mainland which it was not possible to experience in the pioneer scheme.

For example, the villages on the mainland have a community life, and that, as we know, is almost entirely absent in the sparsely populated northern islands; social and educational bodies which are vitally effective in assisting county library schemes are relatively common in the south, but in the north they are few; the transport problem in the north cannot possibly be compared with that in the southern counties. It will thus be realised that in these important respects county library schemes as we know them have nothing to learn from experiment conducted under exceptional conditions. The tendency to copy has passed and a body of useful information is accumulating which enables us to see the facts of the case in terms of varied county conditions.

The important lesson learned from the best of the later schemes and from earlier schemes that have developed, is that, if the most economical and satisfactory service is to be rendered, the first step the county librarian and his committee should take is to make a county survey. Only by survey method will the committee be in a position to visualise the work to be done and to formulate a policy. The problems to be met in each mainland county are much the same, but only on the basis of local research of the kind indicated will it be possible to decide the best local methods of meeting them. The examination of every aspect of the problem at the start will clear the way for a rapid and effective service, and give the scheme a vital relationship to all social and educational activities in the county. Until the county libraries have this connexion, and until the authorities realise what should be regarded as their real provenance, they will

not serve the county communities in their potentially most useful way—as actual links between organised education and all post school social and educational movements in counties.

The methods of the survey may be discussed,—its principles, the best kind of body to undertake the survey, and the results which will be attained by it. Sociologists in the United States have given a considerable amount of thought to the subject of community survey, and on this side the Regional Survey Association is active. While county library surveys will follow special lines of enquiry, the subject should be read up generally in the works of Galpin, Elmer, and other writers.[1]

The special purpose of the county library survey is to ascertain the nature of the county, and its educational, social, and commercial assets in so far as they have a bearing on library work with the community. The county library survey scheme which follows indicates to our mind the factors on which information should be sought. Every factor is relative. A county survey of the kind will focus in the mind of the committee the complete problem. The population question will suggest an answer as to the bookish needs of the community (reading public 12 per cent. of the population; three books per reader); the dispersal of population and the question of schools, village institutes, and community centres as bases of supply will bring forward the question of the grading of centres; information as to educational and social activities is important in connexion with the formation of the stock; later, in relation to its exploitation in

[1] See bibliography at p. 283.

connexion with adult educational and social work of every kind; the existing library facilities must be assessed, as co-operative effort in a common cause will naturally emerge as an important question; the transport facilities as revealed by the survey will lead to a rapid and sound decision on a vexed problem. In most schemes many of these important matters have been left untouched until the subjects have come up for urgent, hasty decision.

COUNTY LIBRARY SURVEY.

(A) Explanatory Introduction.

Significance and scope of surveys and their application to special subjects such as the county library.

(B) Historical Note.

Influence of geographical, historical, industrial, and agricultural factors on the development of the county community.

(C) Population: its nature and distribution.

Tables of—

(i) adult population, school population;
(ii) agricultural classes, industrial classes, shopkeepers, professional classes, leisured classes.

Indicate distribution of population on map.

(D) Community Centres.

Village institutes, schools, churches; other possible bases of book supply.

Indicate on map.

(E) Educational and Social Activities.

(i) Organised local official:
  (*a*) list of authority schools;
  (*b*) list of colleges (training in pedagogy, agriculture, technical occupations, domestic science);
  (*c*) list of museums, art galleries.
(ii) Organised national official:
  List of barracks, reformatories, prisons

iii) Organised voluntary:
(*a*) names and descriptions of bodies (in alphabetical order); location of their branches or meeting-places;
(*b*) list of hospitals, welfare centres, settlements.
Indicate all centres on maps; give populations of institutions and memberships of bodies.
Note on possible co-operative work with institutions and bodies.

(F) Existing Library Provision.

Statistics of—
(i) town libraries in area of the administrative county;
(ii) village and other libraries.
Note on possible co-operative work with these libraries and on possibility of such libraries being taken into county scheme.
Indicate locations on map.

(G) Transport Facilities.

Description of such in county.
Indicate roads, railways, rivers, canals.
Illustrate on map.
Scheme of supply journeys in light of facilities.

Note.—The financial aspect would arise for immediate consideration on the basis of the facts ascertained. The survey would naturally suggest the provision required.

Work of the kind indicated will be done most satisfactorily by a small sub-committee composed of those members of the county library committee who in business life are actually in touch with aspects of the problem, and of co-opted experts such as members of voluntary associations. The sub-committee should also be served by county officials directly in touch with the matters to be investigated. Specialist teachers of history, geography, and economics will also be able to give much valuable help, and local members of the Regional Survey Association might usefully be asked to serve. The work might be divided up among the members, meetings being held at intervals to report

progress. A definite period should be set for the completion of the scheme. At an early stage its importance would be certain to appeal to the members, giving them much needed vision, which would result in added power to the county librarian and his committee. It is necessary in all such work that from the start all concerned should realise the importance of the work to be accomplished through the scheme. The committee should not look at the library from the repository aspect, rather they should see in imagination the books at work in the hamlets and the villages. The broad vision of the future connexions of the county library will come as a result of the survey.

From this presentment of the case for the county library survey, it may be thought that the work will involve delay in setting the library scheme in operation, but no delay need occur at headquarters, as the factors bearing on the size of the stock that will be required will be readily available. The character of the basic stock of all rate-supported libraries is much the same east and west. In this connexion, and while recognising the importance of rapid service, the necessity of the county librarian getting a first-hand knowledge of the county and of meeting the co-operating officials, should be realised. This personal knowledge factor would be part of the survey scheme, and in some ways a most important part. The county librarian should from the start have a small staff to carry on the routine preparation of the books, so leaving him free at certain times to do necessary interviewing and organising.

On the basis of the information received through the survey, a short memorandum should be prepared as an explanatory statement of the problem and of the

proposed methods of advance. This should clearly indicate the difficulties and explain the lengthy nature of the work to be done—a matter never realised by the authorities and readers in any county. The memorandum should also contain (i) certain of the more relative tables; (ii) provisional lists of institutes, schools, colleges, and existing libraries under the scheme, to which it is proposed to send collections; these should show the local populations to be served and the approximate book provision to be made in each case; (iii) lists of the national institutions with which arrangements have been made, and relative information; (iv) lists of voluntary associations and special information as to co-operative work with them; (v) lists of hospitals, welfare centres, and settlements. Information should be given as to the committee's views regarding the order of supply to the proposed stations. Copies of this memorandum should be sent to all members of county local government bodies, schoolmasters, voluntary associations, newspapers, and units and persons in any way concerned with the promotion of the scheme. This will help to create the desired atmosphere. In the past, most of the schemes have had a Topsy-like growth which has served them badly when their recognition has been desired by well-wishers.

The lesson of the county library survey is the old one that the land that is to become fertile must first be tilled. Sending out boxes of books to the villages without preliminary spade-work of the nature indicated is like scattering seed on an unploughed field.

CHAPTER VIII

COUNTY BOOK PROVISION AND THE CARE OF BOOKS

In any library scheme, whether promoted in a mechanical manner after the pattern of the old school library, or worked so as to get the most out of it, the selection of the proper class of book is of the first importance. In this connexion there is already available a certain amount of direction in the statistical results of pioneer schemes, which indicate bookish tastes.

In the country there are two classes of readers to consider—the villagers, comprising a semi-urban population, and the farming class and others in rural areas who are more or less isolated. In most counties the librarian is actually faced with the urban library problem, so busy and populous are some of the villages, and it makes the adoption of a definite library and book policy rather more difficult than when the county is mainly agricultural. But bookish tastes of the countryman and the townsman in some respects are much alike. The demand for light literature is much the same east as west—if anything the countryman and countrywoman prefer fiction. Any demand for home reading matter is good in these days of unrest, and it is not proposed to defend the preference of the countryman here—that has been done quite adequately with reference to the general question in the Report of the Adult Education Committee. Any other atti-

tude merely indicates intellectual snobbery, a measure of mental development.

The countryman enjoys Caine, Doyle, Haggard, Crockett, and he has also a keen appreciation of the higher quality represented by Scott, Dumas, Stevenson, Dickens. The type of sensational travel book such as Stanley's "In Darkest Africa," Captain Cook's "Voyages," and Dana's "Two Years Before the Mast," and the works of the polar explorers and adventure books generally are always popular. Books on rural arts such as poultry-keeping, market gardening, bee-keeping, etc., and on domestic subjects and popular science are always in demand. It has been noted that in some country parts the demand for books on the sea and on seamanship is quite pronounced,—reminding us that among the greatest of the English seamen came from country places.

But a real comparison of the bookish tastes of the villager can hardly be made with those of the townsman, as social life differs much in the villages as compared with the towns. In some the general outlook is rather limited and there may be no venue of popular resort where the people can meet and talk. The townsman, on the other hand, has adequate opportunity of satisfying his literary needs, and his diversity of interests naturally gives him a more catholic taste in literature. Unlike the townsman, the countryman in the past has frequently had to be content with the few books that at odd times have found their way into the farmhouse, and to the cheaper kinds of newspapers and periodicals. There also passes round a quantity of purely ephemeral printed matter, retailed by hawkers, and which is neither edifying nor enlightening. It is

the work of the county libraries to counteract the influence of and the desire for such stuff.

There are several agencies at work in the rural areas which are helpful in suggesting kinds of stock which should be in the county library. A great new land literature has grown up in recent years and is steadily making its influence felt as the power of the agricultural colleges and schools extends. The case of the fishermen round our coasts is similar, and the spread of a new spirit is helped by the work of the Board of Agriculture and Fisheries. There are also the strong voluntary organisations such as the Village Clubs' Association, the Women's Institutes, the Adult Schools, the Arts League of Service, and other bodies which are permeating the countryside with ideals of better living. The educational work of these bodies must be supported everywhere by suitable library provision.

The question of the kind of books required should be considered in a catholic spirit, and no faddism be allowed to interfere with proper choice. There should not be too much idealism as to the selection ; certain popular authors will require to be represented even though their literary merit is small. The important matter is to "get the people reading." It will in due course be a chief duty of the county librarian and his helpers to endeavour to raise the standard of taste and encourage a demand for the best books. From a material point of view the supply of "utility" books may seem the most valuable function these schemes may be expected to serve ; but the idea is an erroneous one, as real progress is a matter not only of knowledge but also of ideas. Books are valuable in spreading sweetness as well as light, and their importance and

power in both aspects should be considered. The real need in the rural localities is for stimulating reading matter of a mixed character. The only wise policy of book selection for any library scheme is that of providing the best books the potential readers will read. This policy cuts every way.

There are various methods of selecting books. One commonly adopted is to invite suggestions from teachers and others in the rural areas who are likely to be interested in the scheme. All such suggestions will require close scrutiny. On the basis of the suggestions made and of his own knowledge and expert use of bibliographical tools, a preliminary book-list should be drawn up by the county librarian for submission to the central committee controlling the scheme. The committee will then consider it, amend if necessary, and pass it for necessary action. It is wise policy to interest as wide a circle of people in the county as possible in the compilation of the book-list, but the list as passed by the committee should be, as we suggest, a carefully balanced one.

The policy of selection indicated will probably ensure that the books obtained will be those which have been approved as tried favourites with readers of every class. In the case of many general subjects the *very best* books on the subjects are not suitable in the first instance owing to their advanced nature. It is wisest to make the progressive steps easy for the interested but uninformed readers by providing elementary introductions which will serve as bridges to the more advanced works. The latter should be got if there is likely to be any special demand for them ; if not, and if they are expensive, they may be obtained from

urban libraries in the area of the administrative county or from the Central Library for Students in London. Certain classes of books may be bought quite freely, such as works dealing with the district, and books on education and allied subjects for the use of teachers and the members of voluntary organisations.

The total number of books which will be required for a scheme is determined by the population to be served, and the basic stock required may roughly be found from the fact that about twelve per cent. of the rural population make use of existing schemes. If we allow three books per reader we arrive at a safe calculation as to the stock a county scheme should have if it is to function properly. None of the existing schemes come near the proper figure. In some cases the derelict stocks in rural schools have been brought into circulation in the county schemes in order to help to meet the demands, but books of this class are dead stock, and under normal circumstances would never find their way into county schemes.

The multiplication of copies of books should be done freely when the books are popular favourites and of a standard nature. Experience shows that the demand for certain books of merit is insistent and it should be met. On the other hand the book of the moment which is not assured of a long run of popularity should not be obtained in quantities, otherwise in the course of years the repository shelves will be encumbered with much unasked-for-stock. Nothing denotes lack of judgment so much as rows of "dead" books on library shelves.

Editions selected should be well printed and illustrated, if procurable in such editions. Cheap editions

printed on poor paper and with cardboard covers should never be bought; no responsible librarian ever would invest library money in such. Rather spend a little extra and procure a thoroughly sound edition that will last, than get the tawdry sort that newsvendors supply. Library editions alone give economic service.

Books which are out of print and which it is desired to obtain, i.e., study books and local books, should be listed and the lists circulated to second-hand stock booksellers. Books dealing with the locality and its interests should be obtained whenever possible. The stimulation of interest in things local, serves to promote a broader culture; for (as Freeman says) there is really no such thing as local record.

The county librarian should have the standard guides to book selection, including those of the American Library Association, Sonnenschein, Nelson, Baker, Bacon, Field, Olcott, and H. W. Wilson Company. The current literary papers should also be to hand, also up-to-date sets of publishers' catalogues. Certain library catalogues will also be found useful—the Glasgow "Guide for Young Readers" and the "Bulletin of Additions" for example, certain of the Pittsburgh lists, and the library magazines of Croydon and Norwich.

The Care of Books.

Intimately connected with the selection of sound editions of suitable books is that of their proper care. The subject has been discussed fully in the works of Coutts and Stephen, Bailey, and Philip. The student desiring a complete theoretical exposition cannot do

better than study the books by these writers. At the same time it need hardly be pointed out that more can be learned from an hour spent in the workshop of a practical bookbinder than from many hours of book study. Practical experience as to materials and methods is now readily obtainable in most towns, and the special library aspect is usually dealt with at the schools of librarianship.

The subject[1] is of particular importance to the county librarian inasmuch as books sent to the rural localities remain there for periods of months, and it is, therefore, desirable that only editions should be sent which will be likely to stand the wear and tear over the loan period. It is customary to request the local librarians to withdraw from circulation any books that may be damaged during the loan period, but as these books are, as a rule, the most popular books, it is not always done ; some such are allowed to circulate until they are unfit for repair. Some local librarians with good intention try to repair damaged books, but this should not be allowed, as amateur repair work frequently destroys the possibility of repair being effected in a proper manner by the contracting bookbinder. In nine cases out of ten the local librarians will try their 'prentice hands in this business unless they are specially requested not to do so.

A great deal in a library scheme comes back to the question of the book-purchasing policy, and it has reactions here also. If the policy has been that of getting sound editions that will stand the wear and tear rather than " popular " editions (which are usually fixed up in cardboard covers), the saving will be

[1] Discussed here by request.

appreciable in the long run, and much vexation be avoided. Such editions will take new binding when that is required. Within the past few years the cost of binding work has increased considerably, and costs of this nature should be kept down as far as possible. To a certain extent that can be ensured by getting library editions at the start.

Many libraries have books bound from the sheets in special library binding. This question is discussed by Brown, and we repeat his observation: "Time alone can determine whether a book is going to be popular, and for this reason there seems little economy or gain in specially binding new books at the outset. Books in publishers' cloth bindings, when printed on paper of fair quality, will often circulate from twenty to forty times before attaining a condition which requires re-binding, and when strongly and properly rebound in leather or other boards will outlast the book. Some claims have been advanced with regard to the durability of various styles of binding, but it is impossible to ignore the fact that it is the paper of the book and not the covers of the binding which forms the weak point." This last point is quite important to note. Publishers have mostly reverted to the use of a sounder quality of paper than that used during the period of the war. At the same time the paper is not equal to pre-war quality. The matter was recently taken up in the United States by a committee of the American Library Association, which dealt with the bad material both in the paper and in bindings. In reply the publishers stated that as a rule cloth now costs per book but a few cents more than substitutes, and but little more than boards,

and that as regards book production matters generally, they welcomed the reports of the committee.[1] This matter is mentioned here simply to show that the publishers and book manufacturers are quite keen to go into these questions with official bodies concerned.

Library bookbinding is an art in itself and such work should not be entrusted to small bookbinders in the county towns whose chief occupation is that of binding stationery books and registers. Before a decision is come to and a contract placed, specimens of work should be requested from binders, and the subject gone into thoroughly in terms of a specification.

The essentials of a library binding are appearance and strength, and these features may be got though the materials used may not be of the very best. The kind of binding sought should be as nearly as possible suited to the style of the book and to its probable life. The average popular book might have covers of board with specially treated cloths such as rexine, pegamoid, or Winterbottom cloths. These are cheap and sufficiently lasting for the purpose. Legal buckram is a stronger material than any of the cloths mentioned, and will be found satisfactory for books of travel and biography, which as a rule require heavier and stronger covers than works of fiction. Of course there is nothing like leather from the point of view of appearance and strength, but it has on the whole been expensive to use as compared with bookbinders' cloth. At the present time there is a tendency for certain qualities of leather to fall in price to within measurable nearness to bookbinders' cloth prices, but it is questionable if the fall in price is permanent. Leather is undoubtedly

[1] *Library Journal*, 1922, pp. 545–7.

the ideal covering for the heavier kinds of books, and quarter or half leather is suitable for works of popular fiction. Leathers used in public library binding are usually either Oasis or Niger morocco or pigskin.

Popular books which are in circulation in rural areas do not receive the same careful treatment as do books in urban libraries, the reason being that they are less in the keeping of the staff. The process of becoming worn-out is quicker in busy rural schemes. This is not an argument for a strong new binding when re-binding is necessary, but rather for a moderately strong binding which will be likely to last just as long as the body of the book preserves its appearance. Book paper does not last long ; it becomes in course of time dirty with fingermarks and the book generally too worn-out to serve. The book then requires to be replaced and not repaired. Nothing is so disgusting to the best type of reader as the handling of bethumbed and worn-out public library books. If, on the other hand, a book is fit to stand re-binding, the covering and sewing arranged for should just be strong enough to last as long as the book itself is likely to be serviceable in its present condition. For the rest, the two factors of poor paper and wear and tear with the usual concomitant of dirt make it little worth while devoting much time to technical details in binding, as the useful life of a library book is mainly determined by these factors. A carefully thought out specification will frequently ensure fairly satisfactory results ; but the advice of a practical bookbinder as regards special work should always be sought.

The following specification is based on that given by Messrs. Coutts and Stephen in their *Manual of*

Library Bookbinding. It was compiled at Dunfermline at the request of people concerned with rural library schemes, and has been found satisfactory.

Messrs..... undertake to bind and repair books for the Carnegie United Kingdom Trust according to the following Specification and Conditions of Contract, and at the prices shown in the annexed Schedule until further notice.

SPECIFICATION.

1. Books printed on good paper to be sewn "one sheet on," on broad tapes, three tapes for a Pott 8vo, four tapes for a Crown 8vo, five for a Large 8vo. Tapes to be long in proportion to the weight and thickness of the book, and to be firmly secured between the front and back boards, which must be carefully split to receive them. Overcasting to be allowed in case of books printed on inferior paper.

2. Sections to be strengthened at back when necessary (if broken at back or if paper is of poor quality) by strips of thin tough paper, and overcast before being sewn to tapes.

3. All folded maps and plans to be mounted on thin tough paper round the section next them and sewn through. All torn leaves and plates to be carefully repaired.

4. End papers to be of approved pattern, with one plain white leaf between them and the printed matter. End papers to be sewn on, and to have strong joints.

5. Books to be carefully collated before being bound, and all imperfections notified to the Library Superintendent.

6. Backs to be tight and flexible, with blind fillets in imitation of bands.

7. Edges to be guillotined except when otherwise specified. Margins to be left as wide as possible. Edges to be sprinkled with a colour similar to that of covering.

8. Lettering to be in gold with author's name, title of book, and book number.

9. Colours of leathers and cloths to be as specified.

10. All materials used to conform to the Royal Society of Arts Standard. Cloth used to be Winterbottom's Imperial Morocco Cloth, fast finish. Leathers not to be unduly pared down. The colours of cloths and leathers used in half or quarter binding to harmonise. Boards to be strong quality grey board of appropriate thickness.

SCHEDULE OF PRICES.

Sizes.	Styles.				Special.
	½ Niger.	½ Pigskin.	Cloth.	Leather Cloth.	Re-sewing and Re-casing.
Pott 8vo. ($6\frac{1}{4}'' \times 3\frac{7}{8}''$)					
Crown 8vo. ($7\frac{1}{2}'' \times 5''$)					
Demy 8vo. ($8\frac{3}{4}'' \times 5\frac{5}{8}''$)					
Royal 8vo. ($10'' \times 6\frac{1}{4}''$)					
Pott 4to. ($7\frac{3}{4}'' \times 6\frac{1}{4}''$)					
Crown 4to. ($10'' \times 7\frac{1}{2}''$)					
Demy 4to. ($11\frac{1}{4}'' \times 8\frac{3}{4}''$)					
Royal 4to. ($12\frac{1}{2}'' \times 10''$)					
Pott folio ($12\frac{1}{2}'' \times 7\frac{3}{4}''$)					

Prices of other sizes to be in proportion.

(Signature of Firm).....

Date.....

11. The sizes of books shall be determined by the measurement of the pages and not of the boards.

TENDERS.

1. Tenders to be submitted not later than .....
2. Extras must be sanctioned in writing by the Library Superintendent before the work is executed:
3. Books must be returned carriage paid to the Repository within four weeks from date of despatch from Repository.
4. When tendering the Contractor shall submit with his tender two bound books as specimens, showing method of sewing, quality of cloth, board, tapes, etc., to be used.

No doubt in time the growth of county library schemes and the large amount of book-repair work that will have to be done to keep the stock in condition may suggest the desirability of setting up a repair plant at least, if not a complete bookbinding plant. Home binderies have been established in a number of the larger libraries of the United Kingdom and through them economies more or less considerable have been effected in binding work. Since the war bookbinding costs, in common with other book production costs, have been extraordinarily high in some places, and a good argument exists for any practical measure that would make for a saving in the matter. Doubtless if and when county library services, urban and rural, are placed under one authority, the large turnover in repair work will make it greatly worth while for the authorities to inaugurate county binderies.

CHAPTER IX

ACCESSIONS, ROUTINE METHODS, AND INDEXES

General methods of accessioning do not call for description here, but the methods evolved for, or found most suitable in connexion with, county library schemes may usefully be indicated.

The county library must have a complete record of all books as added. In some counties the record is made in a bound accessions book, in others the loose leaf adjustable record book is used, but in a majority of British schemes the record is on cartridge slips or cards of size $3'' \times 5''$. Complementary to whichever method is chosen, and for rapid summation purpose, an

Accessions Invoice Book

may be used, giving information in a brief form as to dates on which batches of books have been received from the booksellers, number of volumes in batches, and net cost of each batch. A ruling of a page is given on p. 152. Entries are summated at foot of each page and carried forward, and the total indicated at end of period, i.e., usually at the end of the financial year.

Accessions Book.

The great disadvantage of the bound form of accessions book is that in a much-used library the stock is

replaced as to its most popular items at frequent intervals—editions of Dickens, Dumas, Doyle, Kipling, and a host of other popular writers' works requiring to be replaced by new sets or editions every few years. This results in course of time in much overmarking of entries to indicate replaced copies. Other works become too soiled to circulate and are withdrawn, but

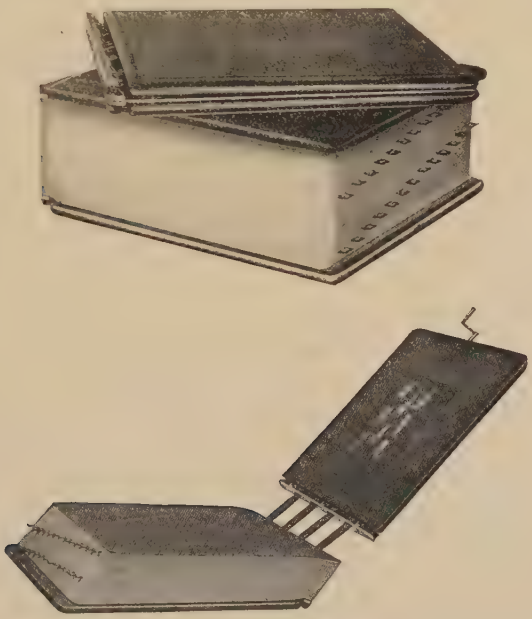
Date Received	No. of Vols.	First Title on Invoice	Net Cost £	s.	d.

ACCESSIONS INVOICE BOOK.

on being re-ordered from the bookseller they may be reported o.p., and may, in fact, be unprocurable, in which case dead stock numbers occur in the stock book. In course of time the accessions book of a busy library presents an untidy appearance, owing to the number of titles either marked o.p. or as replaced, or erased as the case may be. A serious defect is that the numbers of o.p. and withdrawn books cannot be appropriated for new additions to the stock without completely disfiguring the accessions book.

Loose Leaf Accessions Book.

The loose leaf form of accessions book such as the special binder supplied by various equipment firms, is much better for the purpose; it is handier to use and to file, accessions can be typewritten (a great



AN ACCESSIONS BOOK ON THE LOOSE LEAF SYSTEM.

advantage), old numbers can readily be appropriated for new works, it is economical both as to cost and the space it occupies. As a rule six entries per leaf are allowed; this gives adequate space for notes as to withdrawn copies, replacements, and such matters. The binders are all made after much the same pattern,

but it is advisable to get one of sound quality for accessioning purposes, as the accessions book is the most important of the library records. A description of the leaf binder recommended is as follows: The mechanism consists of clips in the back cover, and by raising a catch in the clip the back cover is made to run freely along thongs, permitting the extraction and insertion of sheets. The sheets are gripped between two copper bronzed steel bars, and run on standard thongs of cable-laid strapping. Binders of the medium and larger sizes hold 750 sheets of normal thickness. The binders are in three qualities, and the stock outfits run to some thirty different sizes of sheet. Illustrations of a loose leaf book are shown on p. 153.

Slip or Card Accessions Record.

The card or slip system is very satisfactory and is likely to be much used in the future. It is economical and efficient, and the stock numbers of withdrawn or o.p. books can always be used for new additions, while the withdrawn slips or cards may be filed as a withdrawals index. For further explanation we quote the description of the method as given in the Second Annual Report of the Carnegie United Kingdom Trust. The method has been adopted in the majority of the county schemes in the United Kingdom and has served well.

"Books which it is intended to order are listed on cartridge slips, one slip being used for each title. The particulars noted are: author, title, publisher, price, edition, number of volumes. The books are then listed on order forms which are duly sent to the

bookseller. Both order slips and book orders are stamped with the date of order. The bookseller is bound by contract to supply the latest edition in every case. When the books and invoices come to hand they are examined to see that the books are as ordered, and any differences in prices or editions are noted on the order slips, which are now stamped with the dates on the relative invoices. The books are then given a progressive stock number which follows the stock number last used and according to the order of the titles on the invoices. The same number is carried on to the corresponding order slips. The slips are then filed away with the other stock slips, the whole forming a complete record of the books added to the repository."

The slips or cards are of the usual 3″×5″ pattern. A drawer 15″ deep will accommodate about 2,500 such slips. A calculation can readily be made in terms of any particular scheme once the stock factor has been arranged. If thin cards are preferred, these will require rather more storage space, but they are likely to last rather longer than any variety of cartridge slip. A 15″ deep drawer accommodating 2,500 slips will accommodate only 1,500 light weight cards.

A more elaborate form of accessions index of this pattern as used in some American county libraries is illustrated by the ruling on p. 156. It may be simplified in any way desired. The card may in the first instance be used as an order card.

Ownership Marking.

Following on the actual work of making the inventory of the books added to the library, the next matter for

Class No.	
No. of Copies	Author's Surname, followed by given name or initials
———	Title
Date ordered	Vols.
Of	Edition Year Publisher List Price
Received	Requested by
Date of bill	Notify Address
Cost per copy	Reviewed in
	Approved by
	Libraries combining order and accession records may use the reverse of this card for recording Accession Nos., symbols of branches, etc.

ORDER CARD TO SERVE ALSO AS CARD ACCESSIONS RECORD.

attention is the ownership marking of the books. The books should be stamped in as few places as possible, and the notice and date labels should be neat and just large enough to serve their purpose. Stamping at the back of the title page and at the end of the letterpress of the body of the book will be found quite adequate. As Garnett says, the librarian should do nothing to the book that will affront the eye of the reader. The disfiguring of books by overmuch labelling and stamping is a real cause of offence to the true book lover. In schemes that are almost purely rural the date label is not much in use, as the local centres are open for circulating purposes at certain recognised times, and the administration is usually very elastic ; but schemes which include in their area of supply urban areas and populous villages (as most of the larger counties do) require practically the complete system of charging used in the town schemes, including dating systems in charging. The notice label commonly used is that as given in the Second Annual Report of the Carnegie United Kingdom Trust, with the additional remark as to the resources of the Central Library for Students. Reference to the latter source of supply is important. There is no doubt that in time pools of the kind will make for a real economy in the service of the county library. Specimen labels of the kinds commonly used are shown on pp. 158-9.

Notation Index.

As we are dealing solely with the methods and materials used in the routine work of book preparation in this section, it is proper that the notation index (the American shelf list) should be described here rather

Middlesex County Libraries.

Book No. 62167. *Copy* (*a*).

Readers are requested to take great care of the Books while in their possession, and to point out any defect that they may notice in them to the Local Librarian.

Books should be lent and may be returned at least once a week on a regular day, at a time fixed by the Local Librarian.

All Books should be returned to the Library within fourteen days from the date of issue; but an extension of the period of loan will be granted when desired.

Readers should report to the Local Librarian any case of infectious disease occurring in the house while a library book is in their possession.

The Local Librarian may withhold the use of the books from any reader for neglect of the rules.

Readers desiring special books should ask the Local Librarian to requisition them from the Repository.

FIFE EDUCATION AUTHORITY.

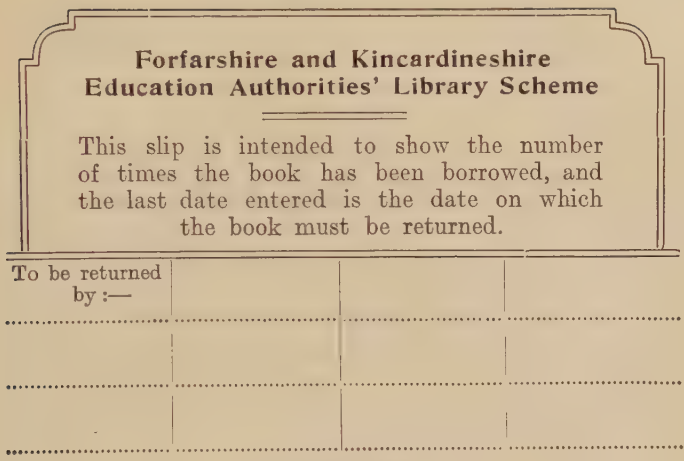
County Rural Libraries.

Readers are requested to take great care of the books while in their possession, and to point out any defect that they may observe in them to the Local Librarian.

All books should be returned to the Library within fourteen days from the date of issue; but an extension of the period of loan will be granted when desired.

Readers should report to the Local Librarian any case of infectious disease occurring in the house while a library book is in their possession.

Students using the County Rural Libraries are reminded that the special resources of the Central Library for Scottish Students are available to them. Applications for service from this Central Library should be accompanied by particulars as to the books desired. All such applications should be made through the County Librarian, Blairhill School, Dysart.


Forfarshire and Kincardineshire
Education Authorities' Library Scheme
This slip is intended to show the number of times the book has been borrowed, and the last date entered is the date on which the book must be returned.
To be returned by :—

DATE LABEL.

than in the chapter on classification, though it is not possible to complete an index of this kind until the stock has been completely classified. This index represents the actual stock in the county library service. It is a strictly classified record on cards or cartridge slips. By consulting it the staff may see at any time the strength of the stock in any subject or group of related subjects, or as regards authors in the form classes. Only the briefest of particulars need be given, classification number, author's name, title of book, edition, accession number. If the Cutter, Merrill, or other distinctive markings are applied, the symbols should be shown against the classification number. If it is considered worth while, the cards or slips may be ruled to take information as to places to which the particular books have been sent; but the keeping of such a record means much work to the

staff, particularly in cases where copies of books have been multiplied.

Deliveries Index.

The purpose of this index will be fully described in the chapter on Charging Systems. The cards used are practically duplicates of those in the Notation Index, excepting that minor particulars are omitted as not being required. It is best to write up the two indexes at the same time, on cards of different colours. For description of these, and a ruling, see p. 199 *et seq.*

Stock Catalogue Index.

This is an alphabetical author index of all books in the county collection. It may conveniently be kept on cards of the usual $3'' \times 5''$ pattern. Its purpose needs no explaining here. It is complementary to the Notation Index.

Cards or slips for the various records should be of different colours, *e.g.*, accession cards or slips white, notation index cards or slips light yellow, deliveries index cards salmon. Excepting in the case of the accessions cards (if cards are used for the accessions register) it is not desirable that the cards should be punched. The deliveries index cards particularly must always be free for ready manipulation. As the county library work will be centralised as to administration, there should at no time be need for any of the cards described to be sent away from the central repository. But duplicates, cards representing books in collections, may be sent, as is the custom in some American schemes.

Gramophone Records.

The circulation of gramophone records in connexion with American county library work is common, but although the idea has been discussed in Britain, only one county has adopted the talking machine as a useful means of spreading culture. In time the circulation of records will be a recognised part of county library activity. The question of accessioning records presents no difficulty. They should be listed in a book as received, and a small label of the kind indicated gummed on the disc. A method of charging is dealt with at p. 222.

LABEL FOR GRAMOPHONE RECORD.

Donations.

All gifts to the library should be acknowledged in fitting manner by letter. Books should be entered as received in a special Donations Book, ruled to show date received, author, title, name and address of the donor, and a remarks column. Serial numbers should be applied so that the necessary particulars as regards gifts may readily be ascertained. An appropriate

form of label which may be used to mark donations is shown on below. A label of the kind has the effect of encouraging gifts.

GIFT LABEL—A SUGGESTIVE IDEA.

In this chapter the simplest methods have been described. From experience it is clear that elaborate methods serve no useful purpose, but take up valuable time which should be given to the Public Service—the real business of the Library. There is no time for elaborate routine in preliminary organisation.

CHAPTER X

CLASSIFICATION

In the early experimental rural library schemes the question of library classification was a much debated subject, and the writer remembers one scheme in which it was proposed to arrange all the books on the shelves in one great alphabetical sequence of authors' names regardless of subjects or form. The fact that the subjects on which books are written are, as a rule, of more importance to most than the names of the writers, was forgotten or ignored.

Classification in libraries is "the grouping of books written on the same subject or similar subjects." In the past it was customary to arrange books in a few main categories without special regard to topic relationships, but the continued growth of collections and the demand for better service compelled librarians to adopt closer systems of arrangement. Dr. E. C. Richardson, whose work on Classification[1] is the standard logical study, says that "in a large scholarly library, doubling the entire delivery and reference force would not give the efficiency to an unclassified library of even a barely tolerable classification." The same applies to every other kind of library.

In the county schemes the importance of classification is twofold :—(1) in relation to subject representa-

[1] *Classification : Theoretical and Practical*, by E. C. Richardson (Scribners, 1912).

tion; (2) in relation to efficiency of service. In treating of these aspects it is necessary, under the circumstances, to discuss the subject broadly and in terms of those who require to be convinced of the need of classification in the library. Most of those in the educational service who are interested in libraries naturally harbour vague ideas as to the importance of the subject, so we must enlarge on it ere going deeper into the question. For an exhaustive study of the subject the reader is referred to the works on classification by Brown, Sayers, Richardson, and to the schemes of Dewey, Brown, Library of Congress, and Cutter. The practical application of classification to literature may be studied in the catalogues of the Glasgow, Islington, Coventry, and Pittsburgh libraries. Whenever possible the learner or student should endeavour to visit a library which is systematically classified. An hour's study of the subject in a practical way will be of more value than a lot of time spent in mere book reading of the principles.

Coming back to our argument, classification has a very direct connexion with the first point mentioned—subject representation. The best type of library for the service of the public has been defined as " a balanced collection of books made productive." The definition stands for an ideal. In working up to it a sound knowledge of books and of standard bibliographies is, of course, necessary, and point of view in the actual business of selecting will always enter into the question.

The definition implies (*a*) due representation of subjects on which books have been written, and (*b*) an arrangement of the books on the library shelves in such an ordered manner as to show the full book

strength of the library in the various subjects and forms of literature. A collection brought together on these principles should, within its limits, be an ideal collection. It would be a balanced collection in terms of the locality, the special local needs of which would necessarily receive due attention. A scheme serving the Fife coalfield would require stock of a somewhat different nature to that of schemes serving purely agricultural areas such as Bucks, Antrim, or Berwickshire. The trained librarian naturally takes matters such as this into account when proceeding to select titles. He must allow for the local demand and anticipate it in his survey of the district. The work of subject representation is not easy to do in an efficient way ; professional *flair* is most necessary in this.

Now how are we to attain due representation of subjects ? Obviously not by selecting titles, in a haphazard way, from booksellers' and publishers' catalogues and literary periodicals. The writer was examining a list a short time ago which had been compiled in this manner and which was intended to represent the basic stock of a new library of an important nature in a certain locality. It showed ten titles on Africa and only one on the United States, and there were other equally glaring anomalies. No other result was to be expected as no real attempt had been made to balance the collection so as to ensure the proper representation of subjects. Had the titles selected been arranged on slips in order of subjects, it would have been noticed at once that books on certain subjects were weakly represented and others over represented.

In the case of public libraries, as we have already

remarked, the subjects of most books of a general nature are often, if not usually, of more importance than their authorship; and consequently there is only one way in which a balanced collection of books on general subjects can be brought together, namely, by selecting the books that are of a general character (informative works, that is) on the basis of a generally approved scheme of classification. Any other method of selecting the literature of knowledge is certain to be unsystematic and will inevitably lead to over-representation or lacunæ. As regards the selection of a representative collection of works of fiction and poetry, general essays and such like miscellanea, help (if required) should be sought in literary guides such as are now commonly available. But general discussion of the actual work of book choosing stands referred to another chapter. Here we desire to illustrate the importance of book classification from the start.

Supposing, then, that subject books have been selected on the principle suggested, there arises the question of arrangement of the books on the shelves according to the methods which will best make the collection most useful or effective. We may have a well-balanced collection of books, but if these books are placed on the shelves without consideration as to topic relationships, much of the power of the collection is lost. Until the books are properly arranged so that all books are on the shelves in order of subjects and in proximity to other books on related subjects, we cannot know the informative strength of the collection. That is made possible only and in a permanently effective way by classification.

From the start of a county scheme it is necessary to

know where the books on particular subjects are on the shelves. We cannot hold up the despatch of collections until a catalogue has been compiled. As a matter of fact the catalogue should rarely require to be used in the book-store ; it is compiled for the use of readers in the county. Classification in the library makes it unnecessary for the librarian to think of consulting the catalogue—which in any case is sure to be out of date unless it is on cards or on the sheaf form, and either of these is for purely domestic use. Thus by virtue of the classified order the librarian cannot help knowing at any time the informative strength of his stock.

The efficiency points in favour of classification appear to even greater purpose when the rural localities requisition books of which no copies are immediately available. The classified order of the stocks makes it easy for the librarian to meet the demand for a book of the same nature and at once. In the many cases in which the choice of a collection for a particular village is left entirely to the county librarian, he has no difficulty in building up a well-balanced collection from the classified stock on the shelves. In both circumstances, if the stock is unclassified, the librarian has to consult the catalogue for likely books, and to ascertain if they are on the shelves—a great waste of time and labour, tedious routine work that he cannot delegate to minors.

The question of a suitable scheme of classification arises. The most commonly used scheme is the decimal classification of Melvil Dewey,[1] and it is recommended for the new county libraries. It is simple to

[1] *Decimal Classification and Relativ Index*, by Melvil Dewey, Ed. 11. 1923.

understand and to apply and the notation consists of figures only. In the smaller schemes an abbreviated form of the classification may be used, but any scheme which is likely to grow rapidly should have the full Dewey figures. In some schemes the group figures, as used in the North of Scotland scheme, have been added to the Dewey figures in such a way as to make a combined classification and book mark. This simple method was suggested for adoption in the first instance as a compromise in order to meet the immediate needs of the learners in library work who were receiving posts in the earlier rural schemes. Trained librarians do not feel inclined to reconstruct the Dewey scheme to meet the peculiar needs of amateurs at this time of day. The rural library schemes have now proved themselves ; it has been found that the triving after simplicity defeats itself in many instances ; and although the Dewey scheme may be modified here and there with advantage in a local scheme, it is on the whole questionable whether it is worth while doing that to any great extent.

In the case of the form classes (fiction, biography, essays, poetry and drama), it is best to take works of the kind out of the scheme of classification on the shelves altogether, and to arrange each of these " kinds " of literature in sections apart, and in an alphabetical order of authors' names (in the case of fiction, essays, poetry and drama), and of persons written about (in the case of biographies of individuals). These various form classes need hardly be given a special notation at all ; but for occasional convenience, works of fiction may be lettered " F " on the back of the cover, and similarly books of individual biography may

be lettered "B," essays may receive an "E," poetry and drama a "P." If preferred, books of collected essays such as the books by Rhys, Smeaton, and Lobban may be lettered "CE," and volumes of collected poetry such as those of Quiller-Couch, Henley, Palgrave, and Meynell may be distinguished and kept together by lettering "CP." This method of classifying the form classes has been adopted in (among other schemes) Fifeshire, Donegal, Antrim.

In some schemes it is found possible to use the Dewey classification notation as a charging number, distinguishing books of the same notation by taking the authors' names into account. In this method the only point of importance to observe is as to what copy of a book is being charged, as many works will be in duplicate and perhaps in triplicate in the collection. The particular copy sent to a rural school should duly be indicated on the record cards in order that no confusion will result. In the case of books in the form classes (fiction, biography, etc.), no number for charging purposes is necessary. The whole point is that the system should be as simple as possible, and in small schemes where the rural localities will never handle more than an average of fifty volumes, highly-distinctive systems of book marking are not required.

In larger schemes which will give service to populous communities, the common public library method of charging by accession number should be adopted in the case of library service in these populous places; but for the small rural schools the system should be as simple as that described in the last paragraph. This particular matter of charging will be considered at length in a later chapter.

CHAPTER XI

THE CATALOGUE

The late Mr. Cutter, of Northampton, Mass., whose book of *Rules for a Dictionary Catalog*,[1] is still the most valuable work on the theory of cataloguing, said that a library catalogue should answer three questions : (1) What books are there in the library by a given author ? (2) What books are there in the library on a given subject ? (3) Is there a book in the library with a given title ? Mr. J. Henry Quinn,[2] a British expert, has quadrupled the number of questions ; but the three given are the most important ; the only ones that really matter so far as a popular kind of library is concerned.

The compilation of a catalogue which will supply an answer in a simple way to these three questions is not easy. Many codes have been published since Cutter published his, and all for the purpose of explaining how entries should be made, all with reference to these points, but we are still without a code which is followed by librarians generally. Even those catalogues which are based on particular codes show variations. Uniformity has not been reached because there are so many different kinds of libraries : specialist, research, public reference, public lending, and other kinds ; and

[1] Washington, Government Printing Office.
[2] *Manual of Library Cataloguing*, 1913.

now the youngest offspring of the library movement in this country—the county library—is knocking at the door to demand a code of its own. Whether a uniform method will be evolved for rural needs is hardly worth discussing. The experienced librarian, sooner or later, agrees with the philosophy of Kipling's neolithic man that

> "There are nine and sixty ways of constructing tribal lays,
> And-every-single-one-of-them-is-right!"

All decently compiled catalogues help the reader to trace his book, but the construction of the catalogues may not in every case be the same. The essential point is that catalogues have in every instance to be compiled so as to serve the needs of the class that will make most use of the library. To follow a code that has been compiled from a general point of view is not wise in every case. This is a technical point which librarians will appreciate.

The professional librarian who has equipped himself with the knowledge of practical bibliography, without which he cannot become a competent cataloguer, finds it difficult at times to take the point of view of the ruck of his readers; and yet the common point of view must be taken if he is to serve the interests of a public unversed in the use of literary aids such as the catalogue. Few of us deal with research scholars who know books and who understand the value of minuteness and precision in cataloguing. To accomplish our task in terms of the common people with whom we mainly deal we occasionally require to forget or ignore a good deal of the academic which we may have studied for examination purposes. But the knowledge is not lost.

The knowledge that has been absorbed and, perhaps, steadily forgotten, leaves its impress on the mind and insensibly keeps us on right lines. It is the experience of all professional men. But the absence of hard preliminary training inevitably reveals itself in the work of the novice. This also applies to all professional work. There is no useful place for the novice except at the foot of the professional ladder.

It is clear that the catalogue of the county library will require to be as simple and as useful an instrument as possible, but this does not suggest that it will be easy to compile. A catalogue of a really useful kind could not be compiled by a person unversed in cataloguing methods; the bookseller's list bears no relationship whatever to a catalogue of the kind under discussion. A simply-compiled catalogue need not lack the best qualities of the best catalogues; it would be easy to consult and yet it must be complete and efficient enough to meet the needs of the rural teachers and of the secondary students and those connected with the Agricultural Colleges who are prepared to make use of liberally-conducted library schemes, as well as subserve the greater needs of the larger public comprising the rural workers generally. Nevertheless a great many current cataloguing technicalities—necessary in the case of catalogues of great libraries—might in this particular connexion be dropped with advantage. Simplicity is of paramount importance.

The reasons why the county library catalogue must be made on a simpler and yet less bald plan than the catalogue of the average urban library are obvious and compelling. Every catalogue presents difficulties to the readers who consult it; but the urban reader,

with the library almost at his door, can readily solve catalogue difficulties by reference to the nearest assistant. He may, if he so desires, have all the available literature he requires dealing with a particular subject placed before him. He can make his choice at the library, and get expert guidance, selecting and rejecting as he wishes. The case of the rural reader is less easy of solution. There will be rural readers who need not refer to the catalogue to any great extent, but who will be served more or less efficiently by small collections of books sent to the local schools; these schools may have small school populations, and consequently the collections sent will be small. The rural reader in this category will not require to use the catalogue except at the exchange periods when lists of requests are being compiled locally, or when special books are required from the book-store. He should nevertheless be encouraged to use it and to learn its principles, for the catalogue might be termed the eye of the library. He may, by good missionary work, be persuaded to join some rural voluntary organisation, in which case he may require a full service from the library. So much for the case of the more isolated readers.

The question requires consideration in relation to village communities and readers in populous parish areas who will sooner or later demand better library provision than the present system of school library supply affords. As the county schemes develop, the delivery station idea, which has been worked successfully here and in America and in the Colonies, will be adopted in many counties. Only through a wide extension of the delivery station system will most of

the Part II. authorities in England and certain of the Local Education Authorities in Scotland be enabled to provide satisfactorily for the needs of the more densely populated semi-urban and village communities. At the present time, some populous centres which should themselves have all the characteristics of proper public libraries, are getting a service inferior to that of the average delivery station. The point we wish to make and which should be emphasised is that large populous communities of the kind indicated will make considerable use of the catalogue, and it is in view of their needs mainly that the guide book catalogue is required.

A further important point is that in first-class county schemes it is unlikely that the book collections will be changed *in toto* at the end of periods of three, four, or six months as at present, but a system will be evolved which will have as its ideal the service of the readers, and not the convenience of the book-store merely. It is very convenient from the book-store point of view to have all books returned to it according to time-table arrangements, but this plan is more to the advantage of the book-store than to the public. It follows that in a county scheme of the kind described (and there should be many of the kind in the future), the use of the catalogue will be considerable, for the exchanges will be frequent, and in terms of the catalogue. Obviously, then, the catalogue of the county library must, to meet many varied needs, be a real guide to the collection. It will be the only guide to books that the rural readers will have ; it will be in daily use by readers using the delivery stations. If the catalogue is not an efficient instrument, the choice

of books made by the readers and the rural secretaries will not be satisfactory. It must be remembered that only in certain cases will local guidance of a useful nature be obtainable. The catalogue should therefore in itself provide, as far as possible, the information which a competent librarian would give. That is the ideal.

A catalogue of the guide-book kind which we have in mind would contain hints on the choice of books, and on reading : information which all public library catalogues should supply. The main entries would be fully annotated, the special character and scope of each book being clearly indicated. There are comparatively few books published the scope of which is indicated precisely by their titles ; and the story of why the farmers of England bought a large number of copies of Ruskin's *Notes on Sheepfolds* needs no explaining ! There need not be many imprint particulars to entries, as the editions in the book-store would be standard ones, and the latest edition of a book would always be obtained if it differed materially from the early editions in stock. The guide-book catalogue would be well printed and nicely produced ; a catalogue that the reader might turn to at any time for intellectual stimulation, as Sir Philip Francis used to turn to an English dictionary ! The catalogue would have an appeal of its own. Besides assisting the rural reader, it would be an excellent advertisement of the service. It would do much to stimulate an interest in the best books throughout the rural community. As schemes developed, it would be supplemented by the issue of quarterly bulletins on the lines of those of Norwich, Croydon, Notting-

ham, and elsewhere. These bulletins would contain lists of additions, suggestions to readers, information as to lecture arrangements in the various districts of the area, notes on the work of the local voluntary associations with which the scheme would be in close touch, and such other relative matters as deserved notice. Neither the guide catalogue nor the bulletin would be on what is termed academic lines; the appeal would be to the average of the class to be served. A catalogue of this kind would take some time to prepare, but a list of some sort should be made ready without delay. A brief hand-list to the collection would serve the purpose, and it could be issued in a very short time. This list should never be allowed to take the place of a proper catalogue.

So far we have not dealt with the actual form or make-up of the catalogue. There are only two forms that need be considered so far as the readers are concerned: (1) the alphabetical or dictionary form; (2) the classified form. The alphabetical form shows author, title, and subject entries of the books in one alphabetical sequence. The classified catalogue is composed usually of three parts: (*a*) author list; (*b*) subject-index list; (*c*) main body of the catalogue in which the book titles are shown under their subject headings, which are arranged systematically according to the scheme of classification used. The question as to which form of catalogue is the best for public library purposes has been much discussed. The popularity of the classified form has grown lately, largely owing to the spread of the open-access library, as a guide to which the alphabetical catalogue is of little service to readers who have access to the book-

shelves. But for all ordinary purposes, and for libraries to which the readers have not free access (and the question hardly arises in county schemes, excepting at the local centres), we suggest that the alphabetical form is the best, if it be well compiled ; and in the case of rural readers who will not usually have access to the central county library, this form is less likely to puzzle them than is the classified form. It would appear that, unless access can be had to the shelves, even an educated man prefers the alphabetical form ; while the average reader is puzzled by the classified arrangement. Every reader knows the alphabet and understands the dictionary arrangement ; but few understand the classified catalogue until it is explained to them.

The question of the need of a printed catalogue of the basic stock hardly admits of discussion ; but the provision of up-to-date indexes for use at the rural localities becomes a more acute difficulty the older a scheme grows. The issue of the bulletins will afford guidance as to additions. The best solution appears to be to amalgamate the indexes of the bulletins every few years.

CHAPTER XII

SERVICE TO THE STATIONS

From the time a county library begins to function, it is usual to give it as much publicity as possible in order that the rural localities may understand the objects of the scheme, and be prepared to do their part in helping to make it successful. If the county library is looked at from the start from the standpoint of the rural reader, its promotion should be much easier than if it is regarded as a county seat scheme. The preliminary survey should result in mobilising the best elements in the county in its furtherance. Such influential interest in turn reacts on the people generally. In the earliest stages the newspapers should be made much use of; they are invariably glad to help to make a scheme known. There will be constant opportunity for publicity work when raising practical questions in letters to representatives of voluntary organisations, teachers, and local people concerned with the scheme.

Preliminary arrangements involve a considerable amount of correspondence. There is already a mass of material available indicative of the kind of letters usually sent out; but the method advocated here—that of getting in actual touch with all people concerned in the functioning of the scheme—is productive of better results than the copying of methods used in

the experimental schemes. In the best of the later schemes the county librarians have got in personal touch with the local workers and have had committees formed, representative of such interests as would be helpful in the scheme. This is all included in the preliminary work done in connexion with the county survey, and in it the voluntary organisations will relieve the county librarian of much of the labour involved in actually seeing that committees are formed. In no county has it been possible to form a committee for each library; but in such cases, and where the distances are not great, a committee has sometimes been formed to overlook two or three libraries. The idea of a parish committee appeals; but some parishes are very large. The whole matter is one for local arrangement with the voluntary organisations and the local secretaries.

A very important matter for early decision is that of the

Rural Centres.

This subject comes up in the county survey and naturally sub-divides itself: (i) the choice of stations, and (ii) the question of schools *versus* institutes as bases of supply; (iii) supplies to various institutions and bodies for certain classes of people; (iv) possible co-operative work in common interest with existing public libraries in the area; (v) possible co-operative work with the voluntary organisations and institutions.

The first matter for decision will be that of the location of the collections for the use of the population generally. Under the Acts the authorities have power to place the collections in any suitable location in their

A Typical American County showing Headquarters at the largest City, with widely scattered distributing points, reached by steam, electric, auto, and stage lines, and by city store deliveries, supplemented by constant Telephone Messages and Parcel Post Shipments.

administrative areas. The earlier schemes used the schools mainly, the tendency being largely to ignore the adult aspect. Rural schemes based on the schools had a long period of trial in the United States and were found wanting. The arrangement now obtaining in some places under which books for children are sent to the schools and books mainly for adults to the institutes seems best. Many libraries are over-run by children to the detriment of the work with adults. Library work with children in rural areas can best be done by the teachers. It is part of the work of the teacher to instil in the child mind a love of reading, and as he or she knows the natures of the young people and their mental capacities, it is probably best that children's libraries should find their place in the schools.[1] The adult libraries will thus be relieved of a considerable amount of routine work, and better attention be given to the grown-ups who get their service through the institutes. It is a matter for local arrangement in every case, but the claims of the adult population as expressed through voluntary organisations is invariably in favour of institute service wherever that can be arranged.

Village Institutes as Stations.

The importance of village institutes as depositories for general village collections need not be emphasised. In most villages the community life centres round the institutes, and in them foregather most of the people to whom the libraries will make appeal. Frequently the institutes have libraries of their own and adequate

[1] See *The Teaching of English in England*, pp. 84–5 (Departmental report).

book-shelf space—and generally an organisation capable of dealing with the county collections deposited there. In some of the counties the authorities have been persuaded to adopt the Libraries Acts mainly through pressure brought to bear on them by the institutes. The point serves to drive home their importance in the county schemes.

The fact that the institutes are used as the head-quarters of rural bodies such as women's institutes, the village clubs, and the like, indicates the possibility of organising extension work of a varied kind such as is suggested earlier in this work. Not much effort in this connexion is required, as villagers are, as a rule, glad to take up dramatic, musical, and literary club work. The rural bodies already functioning make such organising work part of their programmes. The aim of the county committee should be to connect up all such activities so that each village may know what is done in the other villages, and benefit thereby. The subject is fully discussed in Chapter xv.

If institutes have libraries, these may by arrangement be taken into the county scheme, but the stocks should be ruthlessly weeded. If the libraries are not taken over by the county authority, the county collection should be kept separate in order that the records of issues of the county books may be recorded properly. This resolves itself simply into a question of separate shelving, and this should be provided by the county committee. In certain of the experimental schemes bookcases or shelves were provided where required, as a matter of course.

Delivery and Deposit Stations.

Institutes in populous places should be used as delivery and deposit stations and have for permanent retention small numbers of standard books of a reference nature above and beyond the regular supplies of fresh books. An up-to-date delivery and deposit station in each village having a population of 2,000 or more is quite necessary if proper book service is intended. Where village institutes do not exist and the village is of sufficient size to require special provision, the local post office may sometimes be used for the purpose; but few villages of the size are without a public meeting place of some sort. Post offices are used for the purpose in some parts of America, and they have been used in Scotland,—many of the Coats libraries found their homes in them. In there places churches provide the accommodation, but they are most suited for extension collections rather than for the village community collections. The most suitable location will in every case be indicated by the county library survey.

In densely populated counties the need of delivery stations of large size may arise, but the principle of centralised administration should be adhered to as much as possible. As we see it, the question is one of economics only. In the case of the larger delivery and deposit stations, it is necessary that evenings and hours should be fixed for service. In some places, as where the population is 5,000–10,000, afternoon service should also be arranged—two afternoons per week plus service on three evenings. If the population is over 10,000, public library hours and facilities should be arranged. This is not the suggestion of an ideal, but

merely a statement of the least that library service implies and demands. A small remuneration, graded appropriately according to the population served and the hours of service, is due to the people operating the delivery and deposit stations and the small urban library services; but in the case of the latter the workers would be members of the county library staff. This aspect will emerge for fuller discussion in the future. It does not relate, to our mind, to service through the schools, which is largely for the educational benefit of the school populations.

The stocks of books sent to the delivery and deposit stations require to be selected and balanced so that there may be as little occasion as possible for calls to be made on the stock of the central collection at odd times. In American schemes books are sent by parcel post and other means at any time to the local centres on demand, and doubtless in course of time the same policy will be followed generally as the educational importance of the schemes develops. The stationary collections should contain books of a ready-reference nature such as gazetteers, atlases, dictionaries of language, biography, history, literature, annuals such as Hazell's and Whitaker's, the Statesman's Year Book; standard collections in prose and poetry such as those of Rhys, Craik, Dixon, Quiller-Couch; dictionaries and guides such as Brewer, Bartlett, Baker, Robertson, and the like. Guide books to books should be freely represented for the use of readers and the local helpers. Juvenile books should also be represented, but the demand should not be catered for deliberately unless there is no other library centre in the district.

Schools as Stations.

Every school should be provided with a circulating collection as an adjunct to the work of the day and evening classes.[1] As a general rule the stationary library plan which was tested in some counties has been

CHOOSING "SOMETHING TO READ" IN RURAL DONEGAL.

discontinued, but there should be small permanent collections of ready-reference books in all schools of a secondary character. The charge of the collection should be in the hands of the English master if that can be arranged, and it should be freely accessible to all classes. The character of the school collections

[1] See the Board's *Memorandum on Commercial Instruction in Evening Schools*, 1919, and *Teaching of English in England*, 1921, p. 85.

will depend largely on whether there is an institute or library in the locality to which adult books are being sent ; if there is, it follows that the school collection should consist almost entirely of books for children. The periods of exchange should synchronise as far as possible with school holidays. Whenever possible existing school libraries should be taken over by the county library committee,[1] and such books as are found suitable for circulating in the county scheme should be withdrawn to the central library and dealt with in the usual way. The advantage of amalgamating all school collections with the county pool is that a wider range of literature will be available for all units in the scheme. But as basic stocks these collections are useless.

If there is no institute or other suitable centre for the deposit of an adult collection, the most central school should receive the adult book provision plus its quota of children's books. In such cases it should be made as clear as possible to all concerned that the library is for the use of the community generally. Teachers' collections should, as a rule, be circulated through the school service.

Memorandum on Scheme.

In all schemes a printed statement is necessary for the guidance of the local secretaries and for those to whom the scheme is to make direct appeal. This statement, which should be based on the short memorandum prepared on the facts brought out by the survey, should contain all needed description of the scheme, lists of places to which collections are being or to be

[1] In some American counties, where the authorities are largely *ad hoc* bodies, school library service is undertaken by contract, or by special arrangement. This method obtains in some seven states.

sent, mechanical details as to the distribution of the collections, information as to the voluntary organisations assisting in the promotion of the scheme and of the cultural work they are undertaking in the county area, and a clear statement of the connexion of the scheme in relation to organised education on the one hand, and to the voluntary organisations on the other. The point to emphasise is that the scheme is more than a mechanical effort to send boxes of books to the rural localities : that there is vision in it and a definite policy to be carried out. Printed statements circulated in connexion with British schemes have hitherto taken the form of a Memorandum of Information, for the use of local custodians, based on that circulated in connexion with the Dunfermline scheme ; but something much broader and more general in appeal is called for on the lines indicated above. In this country the most promising development of the idea is presented in the Middlesex Memorandum, which we reproduce in Appendix II. of this work. It will be understood that the factors differ so much in counties that it is impossible to draw up one of general application. The descriptive material issued in connexion with American schemes such as California should also be examined. The Middlesex authority is to be congratulated in its vision of possibilities as presented in its Memorandum, which embodies modern ideas.

It has already been suggested that in the future the best schemes will publish magazines as is done in progressive urban libraries. The magazine would be publicity matter containing lists of books added, study circle lists, notes on the service, notes on the voluntary associations, and such like information. The subject is

further discussed on pp. 175-6. Here it is mentioned as a means of making the work of the scheme known, and of retaining the interest of the voluntary organisations and helping them to promote their cultural work in closest possible co-operation with the county library. Such a magazine would be a most useful link between organised education and the adult educational organisations, and would help to maintain and emphasise the personal work of the county librarian and the organisations.

The Book Collections.

School collections are naturally different in character to those sent to institutes for adult reading, and there are differences of requirement between the institutes themselves. The general selection of available books may be excellent in character, but the collections must be built up in the light of the special local demand. This to a certain extent will have been declared in the lists of books which the localities will have suggested as suitable for inclusion in the county collection. In the case of stations which will serve branches of, for example, the Workers' Educational Association, there will be no real difficulty in ascertaining the particular demand ; nor will there be difficulty in the case of women's institutes. The trained librarian will use his judgment as to special cases.

So far as general demand has been analysed, there is no doubt that it is largely for light literature, and that should be provided in adequate quantities. The first matter of importance is to interest the country folk in reading ; after that the work of the scheme is to create an interest in reading of an inspiring or

informative nature. It is in this latter respect that the possibility emerges for educational work of much value.

In the pioneer schemes the collections were built up one-third works of a general nature, one-third fiction, and one-third books suitable for children. The averages were departed from in all cases where local conditions

LIBRARY SERVICE IN THE PIONEER SCHEME; A CORNER OF THE LERWICK REPOSITORY.

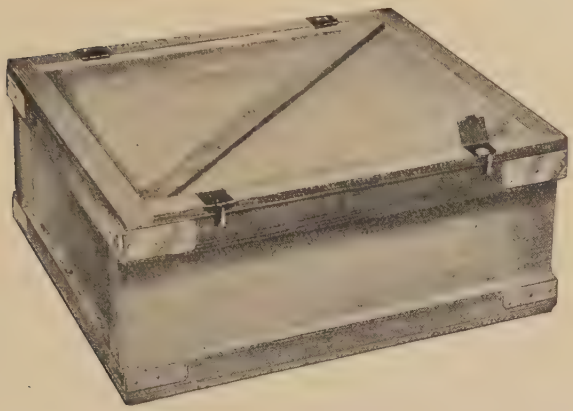
suggested other proportions. Institutes which were used only by adults were supplied with books for adults, and in such cases, if there was a school in the same locality, the collection sent to the school was almost entirely composed of books for juvenile readers. As a general principle the scheme of averages served well, though in many places the demand was insistent for a larger proportion of light literature. Most of the stocks in the pioneer schemes were on the

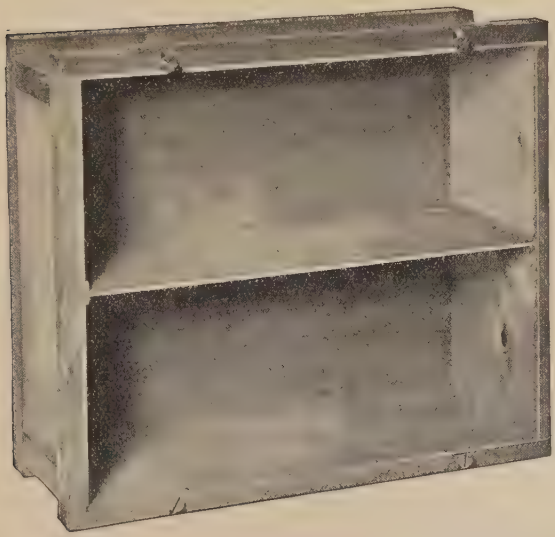
" heavy " side, so that there was in some cases a natural explanation as to why general works were not read. The best policy in building up collections is the same as that advocated in connexion with book selection —*the best books that the potential readers will read.*

Collections of books for despatch to a locality are usually accompanied by copies of typewritten lists for exhibiting in the library room, and elsewhere in the locality. It is not advisable that these should be used as check lists, unless by the local custodians. Headquarters will keep its check record on cards as described in the chapter on charging methods. The collection will be completed by the provision of the necessary charging material, as described in the same chapter.

Boxes.

Collections are usually sent out in light-weight boxes of the three-ply pattern measuring $21'' \times 18'' \times 7''$. A box of this description holds from 50 to 70 volumes, according to the sizes of volumes, and, when full, weighs about 50 to 55 lbs. The weight is on the heavy side, considering the fact that it may have to be placed in position by a rural schoolmistress ; but in that respect it has distinct advantages over the very heavy ammunition and other boxes which are in use in one or two schemes. Boxes of the kind here recommended are supplied fitted with a movable shelf which serves, at the rural school, to convert the box into a rudimentary bookcase. But the larger authorities should be prepared to provide the schools with book-shelves for the purposes of library schemes. The book-case box is too cheap and imperfect an idea. In time the box system of delivery will probably go out of fashion here





THREE-PLY BOXES SHOWING ADJUSTABLE SHELF.

as in America, and book cars be used, the collections being placed in canvas bags in the cars, or on open shelves as in the Perthshire wagon. The arrangements for supplying to the localities should be as simple as possible, and occasion the local helpers a minimum of trouble.

Suggestions from Readers.

It is usual to allow the local committees and readers to suggest titles they would like to receive in consignments, and to meet this a special form is provided, ruled to show authors' names, titles, and (sometimes) book numbers. In Britain, requisition lists of the kind are sent in at or about the period of exchange ; but in American counties requisitions may be made at any time and they receive early attention. In Indiana the Commission's great travelling library makes liberal distribution, and one of the universities helps by sending out on request special package libraries.[1] The form illustrated on p. 195 is in fairly general use in connexion with occasional requests in American schemes.

It is a good plan to allow borrowers in the county to bespeak books which are on loan in other parts of the county. These books when available, are, as a rule, sent in the next collection to be despatched to the station at which the reader borrows. When a book is bespoken, the loan is located in the Deliveries Index and the relative card is put into an envelope bearing the necessary particulars, and the envelope replaced in the relative order in the index. At the same time the station at which the book is on loan is notified that the

[1] Indiana University, *Library Occurrent*, v. 5 : 8. See also *Public Libraries*, 1922, pp. 432-3.

LIBERTON COUNTY LIBRARY

Report from.....Station

The following is a statement of Stock and of Readers at this Station covering the period ending on 192 :—

Available for return to headquarters.....vols.
Returned to headquarters during period.....vols.
Being retained for a further period.....vols.
Lost, or destroyed by order.....vols.
Received on loan from Central Library for Students.....vols.
Total number of readers at Station.....

The books listed below are desired at the exchange period; alternative titles are indicated by an asterisk.

Date.....192 .....*Secretary.*

Book No.	Author and Title.	Remarks.

REPORT FROM STATIONS AT EXCHANGE PERIOD.

book must be returned at the next exchange. If a book of the kind comes within the category of those supplied by the Central Library for Students, the order should be met from that source. In cases of special urgency the request should be put through without delay, the volume in circulation being commandeered.

THE BOOK I WANT TO READ

AUTHOR _____

TITLE _____

OR

SUBJECT _____

FOR _____

MAKE A SEPARATE REQUISITION FOR EACH TITLE.

DATE _____

SACRAMENTO COUNTY FREE LIBRARY BRANCH _____

REQUEST SLIP—REGULAR SUPPLIES.

A form much favoured in California schemes is shown above. It indicates the great freedom of choice allowed readers connected with a great county scheme which has a pool of many thousands of volumes.

Fixed Collections.

There are three kinds of "fixed" collections: (1) "Chain" libraries; (2) Stationary libraries; and (3) Collections which are sent out as sets and never pooled

Station..... Date.....

Request Slip from Reader

Author.....

Title.....
or
Subject.....

For.....

Out. Will send later
Not in Library
Ordered
Requested from State Library

May . . } substitute other title
May not }

NOTE.—If this is made out in duplicate and both copies sent in to headquarters, one can be sent back with report of progress, the other kept at headquarters until the request has been completely filled.

REQUEST SLIP—OCCASIONAL REQUESTS.

with the general stock. The question of "chain" libraries has been discussed here and in the United States, but wherever the method has been tested it has broken down, for the simple reason that books do not stand the wear and tear of circulation to different stations unless they are repaired at intervals. Experience teaches, and in this country, where the method was tested on an extensive scale, it was given up. Much the same applies to stationary libraries; they also have been unsatisfactory in at least three large schemes. The need of providing busy stations with more or less stationary collections of ready reference books is another matter, but all such collections should be reviewed at intervals. In both cases the question hinges on the maintenance of the stock

Liberton County Library

Details of Expenses at.....

	s.	d.
Carriage of Boxes		
Porterage (if any)		
Postages		

The receipts are attached.

.....

Local Secretary.

.....192.....

STATION EXPENSES STATEMENT.

in sound condition. As some county schemes purchase the cheapest editions, a certain number of books require to be rebound or replaced after one period of loan. The third type—"fixed" box collections—were in common use in many travelling library schemes; but they are to be condemned on the principle that they do not afford the rural readers an opportunity of getting the books they actually want.

Station Expenses Statement.

A common form of local expenses sheet is shown on page opposite. In the case of a busy station or branch, the sheet would require to be more detailed.

In concluding this chapter, we may quote the American ideal of station service as expressed by Christopher Morley, in "Parnassus on Wheels": "It's no good writing down lists of books for farmers and compiling five-foot book shelves; *you've got to go out and visit the people yourself*—take the books to them, talk with teachers and bully the editors of country newspapers and farm magazines, and tell the children stories—and little by little you begin to get good books circulating in the veins of the nation. It's a great work, mind you."

CHAPTER XIII

CHARGING SYSTEMS

The process of county library charging is twofold: (i) The recording at headquarters of the despatch of collections of books and material to the local stations; (ii) the recording at the local stations of issues of books to the actual borrowers. The urban library is not usually concerned with the problem indicated in (i), while as regards (ii), the work of charging in a county scheme serving a scattered country population and also urban or semi-urban areas is a much more complicated problem than that presented in a city service. The county librarian has to provide a scheme which will serve in the sparsely-populated localities where all the readers are known to the local secretaries and high organisation is not desirable, and a scheme—which must be equally as effective as any town scheme—to serve in the populous places where there is a large reading public and the readers are not known personally to the local secretaries. The essential point in all charging systems is that every aspect of the work should be as simple as is compatible with the two important matters of conservation and distribution. There should be as little formality as possible between the county librarian and his local helpers and between the local helpers and the readers.

1. Consignment Charging.

(*a*) *Deliveries Index.*—In order to charge up consignments to the local stations, the Deliveries Index, described as a card method on p. 160, is commonly used. It was the original method evolved at Dunfermline. The writer has tested it in comparison with the consignment-list method used in connexion with travelling library schemes, and has no hesitation in recommending it as the more economical and satisfactory. The fact that it is an adjustable index tells strongly in its favour. Moreover, this element of flexibility will appear more important in future schemes, as there is little doubt that as time goes on almost complete exchanges will not be made to any great extent by calendar arrangements as at present. In the future we may expect to see an advanced method operating which will allow of rural localities being free to retain as many books from previous collections as they may desire to retain, and to be able to call for small supplementary collections at odd times to meet special local demands. We see the old *en bloc* exchange method passing now. Most county librarians are heartily agreed that at no time should the rural localities be without supplies of books. That happened too often in the past, to the discredit of schemes. The need of flexibility in the consignment charging system is therefore all-important and that can only be had conveniently by using a system on cards. The description of the method evolved at Dunfermline is as follows :

"Each card bears simple particulars as to the number, author, and title of the book it represents.

When a consignment has been built up, the cards corresponding to the books are withdrawn from the index and filed in numerical order behind guides bearing the names of the places to which the consignments are to be despatched. The necessary date guides are inserted when actual despatch has been made. A complete record will therefore be to hand of all books located at a particular library, institute, or school, and information can always be had as to when "returns" are due. When boxes are returned from the centres to the repository, the books will be checked with the corresponding cards in the deliveries index, and it will be possible in that way to keep account of the stock. The collections forwarded are built up afresh each time in the light of requests made by the local librarians."

The question arises as to the re-charging of books retained at the local stations at the exchange periods. Such works are notified to the county librarian when the main collection is being returned, and the appropriate cards are extracted from the index and reallocated to the new index, a special note being pencilled on the cards to indicate that the books have been retained from the former loan.

A ruling is given of a deliveries index card and which also serves as a statistical record of book issues. It will be seen that its date columns suggest a good deal of clerical work with despatches and returns. The card is ruled on both sides.

The collections sent to the local stations include books and the necessary items for local charging. In order that proper record may be to hand at the central repository of items sent, a printed postcard, bearing

62167	Palmer						
	Electricity in Daily Life						
Centre	Sent	Returned	Issues	Centre	Sent	Returned	Issues
28	6/9/22	7/3/23	4				
56	8/4/23	12/10/23	—				
(From this card one can see the use made of the book, when question of replacement arises. Card used for charging books to local centres).							

DELIVERIES INDEX AND RECORD CARD (COMBINED).

the address of the county library, and otherwise duly filled in and ready for signing by the local librarian, is included with the consignment ; or it may be posted to him when actual despatch is made of the collection. The latter method is recommended if the box delivery by rail or carrier system is used. If transport is by motor-truck, rapid check may be made on delivery, and signature obtained at the time ; but the point is

Liberton County Library

Received at.....from the County Library, supplies as under :—

Books ( ) ; Catalogues ( ) ; Charging Outfit ( ) ;

Other as described :

.....

Date.....192..... .....

Local Secretary.

ACKNOWLEDGMENT CARD.

not really important as regards our argument ; it is one for local arrangement. If the contents of the collection are as per postcard, the local secretary signs the card, and returns it to the county librarian, who files it behind the date guides placed in front of the deliveries index. In some American schemes a complete list of the books is sent for receipting and return. A specimen ruling of an acknowledgment card, as used in British schemes, is shown above.

The period of loan of collections is a matter for local

arrangement. When a scheme is just being floated it is best to leave the period open until a certain area has had supplies. The best arrangement is to get the whole scheme floated as quickly as possible. After that an approximate period of loan (usually three or four months) can be arranged ; the question is entirely dependent on the local demand. As the deliveries index has date guides behind the locality guides, the county librarian is able to make a check at regular intervals as to collections that are due for return. Overdue collections declare themselves automatically.

If it is thought desirable, a typed list of the books may be sent with the collections, but this list is not really required, as readers in rural localities usually have free access to the collections. On the other hand, lists of the kind are useful in attracting readers if the lists are hung in post-offices and other public resorts. In the experimental schemes one or two or more lists were, as a rule, included with the books.

The second method of charging to local centres is by

(*b*) *The Consignment List.*—This method has been adopted in some American libraries, and has also been used in at least one English county scheme. Four copies of the list of books may be typed at one time ; two of these as receipt forms and two as lists of the books sent. Copies of each are forwarded to the local station (one being for signature and return), and the others are filed at the central repository as records of books actually sent to the local centre, and also of books a station has had. Americans recommend that these should be used in triplicate, the original copy (white) kept at headquarters, second (yellow) sent as notice with shipment and posted up

at the local station as a list of new books, the third (pink) being sent with the books or mailed, and receipted by the local secretary and returned to headquarters. Rulings are shown herewith :

AMERICAN COUNTY LIBRARY

INVOICE OF SHIPMENT

To _____

Date _____ Station _____

White copy kept at headquarters.
Yellow copy sent with shipment.
Pink copy sent with shipment or mailed. To be receipted and returned.

COPIES If more than one	

SUMMARY OF SHIPMENT.

	FICTION	NON-FICTION	PERIODICALS
Adult.....	_____		_____
Juvenile.....	_____	_____	_____

INVOICE OR SHIPPING LIST (SHORTENED).

In some schemes this method is supplemented by a sort of local deliveries index; but in any case the *total* items sent are usually noted, as per first ruling on p. 205, which may also be adopted as a ruling for cards to form a brief index in any charging system.

In schemes circulating items other than books a further record is necessary such as that provided in certain American schemes. A proper voucher list of the items is sent, and duly acknowledged to headquarters. At headquarters a brief card record is kept under locality, as per the ruling opposite.

Pop.....

Date	Sent	Retd.	Total	Date	Sent	Retd.	Total

BRIEF RECORD OF BOOKS DESPATCHED TO AND RETURNED FROM A STATION.

Pop.....

Date	Records	Pictures	Maps	Globes	Stereo	Retd.	Out

BRIEF RECORD OF SUPPLIES, OTHER THAN BOOKS.

Whichever method of central charging is adopted, the dates given for the return of the collections should be the approximate dates on which the collections are due back at the repository. A certain amount of latitude is always allowed the localities as to the length of the loan period. Many factors intervene to prevent the return of collections according to calendar arrangements.

2. Charging at Stations.

This is a most important aspect of charging, as it is the point of contact between the county library and the actual readers. The chief aim should be to provide a system which will be effective in (i) conserving the library property without causing irritation owing to the number of loan rules, and (ii) giving the minimum of trouble to the readers and local secretaries. Two or three methods are in use and these may be described in order of popularity.

(*a*) *Card Case with Cards.*—This is the method which was evolved for the pioneer scheme at Dunfermline. It has been adopted very generally in British schemes, and has proved efficient in those of average size. A much simpler method could be provided were the demand for statistics of circulations less insistent. No doubt the simplest possible system will be accepted in time, and when less importance is attached to the routine performances of libraries. *Mutatis mutandis* the following is the description of the scheme as given in the Trustees' Second Annual Report :

"A very simple form of card charging has been adopted, such as will readily be understood by the local librarians, however unversed they may be in

library methods. At the same time the results obtained will be such as will enable the administration to obtain all necessary statistics and information as to the number of books issued in the rural localities, the kind of readers, and the classes of books most in demand. It consists of sets of cards laced together in card cases—each set representing a collection. The cards bear particulars as the authors, titles, and book numbers of the works included in the collections. The names of borrowers should be marked on the cards when issues are made. It will be understood that all cards for books which are being returned to the repository must be returned with the books. These cards will be filed behind guides bearing the names of the libraries, institutes, or schools from which they have been returned, and, being kept in numerical order, they will always be in action as guides indicating what books have been at the particular rural localities. The size of the card used is $4\frac{3}{4}'' \times 7\frac{3}{4}''$."

Experience later suggested that a card of smaller size served the purpose quite well, and that the occupations column added unnecessarily to the work at the stations. The size now in common use is $4'' \times 6''$, and the age and occupation column, provided in the earlier cards, is omitted. White cards are used for works of fiction, light blue or other approved colour for general works. The ruling on p. 209 shows the lettering of the card, and the charging ruling as it appears on both sides of the card.

These cards are sent to the local stations in square-backed cloth board card cases, somewhat larger in size than the cards themselves. The cards are secured loosely in the cases by means of laces with crossbars

at ends of laces. The cases and cards are eyeletted about one inch from the back bottom and top and the set of cards is thus secured loosely in each card case.

It will be observed from the ruling shown that the "juvenile" and "adult" record columns, so conspicuous in earlier cards of the type, are omitted. In most schemes the experience has been that classification of books as "adult," or "juvenile," serves no useful purpose, as many adults read Henty, Brereton, and the like, and school pupils read Dickens, Stevenson, and Scott (usually classed as authors most suitable for adults) with appreciation. A classification of the kind is in many instances purely arbitrary.

A charging method, much after the pattern described, is used in parts of America in connexion with deposit stations. The cards bear author and title, and are ruled to show names of borrowers, dates of issue and return. Front and back covers of manila, somewhat larger than the cards themselves, are provided to protect the cards. The card sets and covers are punched in two places, and each set is secured loosely by a cord run through the punched holes. The card most in use measures $4'' \times 6''$. It is claimed that the cards serve not only as a list of the books sent, but also as the simplest kind of charging system.

Each card case in the British system described contains a gummed-in label bearing such simple instructions as may be required by the local secretary or deputy operating the local library. A specimen on the Dunfermline pattern as revised by the writer is shown on p. 210.

Library **Book No.**

Author **Card No.**

Title

NAME OF READER	Date Borrowed			Date Returned		
	Day	Month	Year	Day	Month	Year

CARD CASE SYSTEM—READER'S CARD.

LIBERTON COUNTY LIBRARY.

Notes for Local Secretaries.

1. The books in the collection should be arranged on the shelves in the same order as the relative cards in the card cases.
2. A typed list of books in the collection should be placed where it can readily be consulted by readers. The additional lists should be displayed in a convenient place.
3. Readers should be allowed free access to the collection whenever the arrangement is possible.
4. Observance of the rule limiting the initial period of loan to fourteen days should be insisted upon.
5. Each issue of a book should be recorded on the corresponding book-card, and the name of the person by whom the book is borrowed should be recorded.
6. The white cards in the card-case represent books of a general informative character; the blue cards represent works of fiction.
7. The Secretary should exercise discretion as to the issue to juvenile readers of books obviously intended for adult readers.
8. Books requiring to be repaired or re-bound should be withdrawn from circulation and returned to the County Library at the exchange period. On no account should such books be repaired locally, as this may render re-binding impossible.
9. The Secretary is advised to read the "Memorandum" carefully. All communications relating to purely Library matters should be made in writing to the County Librarian, Library Repository, Liberton.

(*b*) *The Book Register Method.*—A number of schemes have adopted a form of charging based on a book register made up after the pattern of readers' cards shown on p. 209 bound together. The book register consists of from 25 to 50 leaves ruled on each side to take names of authors and titles, names of borrowers, dates of issue and of return, etc.; also two or four leaves for the names and addresses of adult borrowers, and leaves for the book numbers of books requisitioned at the exchange period, and for those of books retained. It is a compact form of charging register, and is handy to use, but so far it has

No.....

EDUCATION AUTHORITY OF THE COUNTY OF LANARK

RURAL LIBRARIES

.....*School Management Committee.* .....*Centre.*

RECORD OF BOOK ISSUES

1. The **PINK** Forms at front and end of this book are intended to serve as a Register of Adult Readers, and the necessary particulars as to these must be entered thereon. If the collection is located at an Institute, the particulars as to Juvenile Readers must be entered.

2. The **WHITE** Forms forming the body of the book compose the Register of Book Circulations. It is important for Repository purposes that this Register should be accurately kept. Locally it is an effective check on the issue and return of the books.

3. The books should be arranged on the shelves in the order of the titles in the Record of Circulations.

4. Books requiring to be repaired or rebound should be withdrawn from circulation and returned to the Repository at the Exchange period.

5. Titles of books retained for a further period, and of those desired in fresh collections, should be entered on the appropriate pages of the Requisition List given at the end of this book.

6. This Book should be returned to the Repository in the Book Box at the end of the Exchange period.

THE LIBRARY REPOSITORY, HAMILTON

BOOK REGISTER—FRONT COVER.

proved less popular than the card system. It appears to have been used in its first form in the Wiltshire scheme. As affording a permanent record of local circulations it is most useful, but it is generally agreed that permanent local records of the kind are not required. Moreover, the use of the book is confined to a single period even though some of the leaves may be virgin when the book is returned at the exchange period. On the other hand, in the card system the cards may be used again and again until they are completely covered with entries. Illustrations are shown of the four varieties of ruling used in the book register (pp. 211, 213).

(*c*) *The Ticket-Pocket System.*—It will be understood that the first two methods described will serve satis factorily only in local centres where the demands on the libraries are not heavy. Local centres which have library populations of two hundred or more should be provided with a more highly-organised charging system. Various successful methods in common use are described in the works of Brown, the American Library Association's "Manual of Library Economy," and in other books on library practice. Before deciding as to which of the more highly-organised methods to adopt, the organiser of a new county library service should go closely into the whole question, as it is so important a point of contact between the service and the readers. It is not necessary to discuss at length in this place accepted schemes such as those used in public libraries, but the ticket-pocket system as used successfully in certain county schemes may be described.

REGISTER OF ADULT READERS. *Locality*.....

The names, addresses, and occupations of readers using the collection should be entered on this list.

Name	Address	Occupation

BOOK REGISTER—FLY-LEAF AT FRONT AND VERSO OF FLY-LEAF AT END.

Author..... *Book No*..... *Title*.....

*A. or J.	Name of Reader	Issued	Returned	*A. or J.	Name of Reader	Issued	Returned

* A = Adult. J = Juvenile.

BOOK REGISTER—RECORDING PAGE.

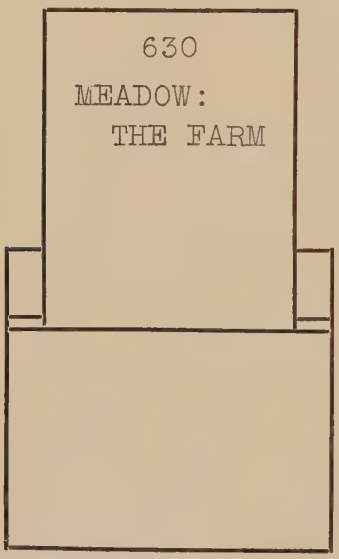
REQUISITION LIST: Books Selected. Books Retained.

The following books chosen from the Repository Catalogue are desired to replace those being returned.

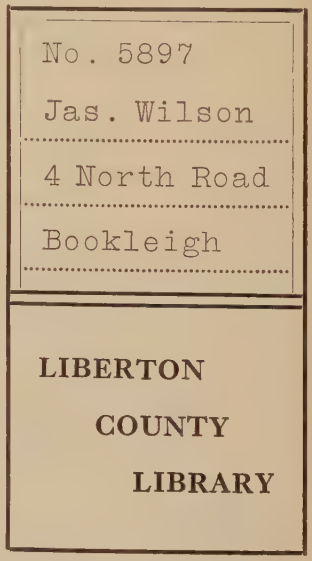
Book No.	Book No.	Book No.	Book No.	Book No.	Book No.	Book No.	Book No.

BOOK REGISTER—RECTO OF FLY-LEAF AT END.

Where this method is used each reader making application for borrowing privileges is given a ticket which is of the nature of a pocket (see accompanying illustration). This ticket bears the borrower's registration number (tickets being numbered serially),



BOOK-POCKET WITH BOOK CARD.



READER'S POCKET TICKET.

name and address. Each book is provided with a small manila book-pocket containing a manila book-card bearing the book number, author's name, and brief book-title; and a date label. When a book is being issued, the borrower presents his ticket-pocket, the assistant withdraws the book-card from the book-pocket, slips the book-card into the borrower's ticket-pocket, places the conjoined card-ticket in the

issue tray, stamps the date of return on the date label of the book, and issues the book. The conjoined card-tickets are filed away in sequence of book numbers behind date guides. When a book is being returned its number and date of issue are noted, the conjoined card-ticket fished out of the tray, the ticket-pocket returned to the borrower, the book-card replaced in the book-pocket, and the book replaced on its shelf at leisure. The method is exceedingly simple, the only lack is that there is no record in most places using the scheme as to who have had out particular books—not that that matters much. It is estimated that by this system an assistant can issue and discharge rather more than one hundred books per hour. In all methods of this kind, used in busy places, application forms for borrowing privileges are required from borrowers.

(*d*) *The Simplified Newark System.*—Attempts have been made within the past few years to do away with the borrowers' cards which have hitherto been common to all the systems in this and other countries. The idea is rapidly coming into favour in the towns and counties in the states of Indiana, Wisconsin, Iowa and elsewhere. The method has been described at different times, but we may refer to the description, based on actual practice, given in the Indiana *Library Occurrent* for 1919. The plan is as follows :

1. The applicant fills in an application form and (if required) has it countersigned by a guarantor.

2. This form has a serial number and, on being accepted, the form is filed alphabetically under applicant's name with others in a tray convenient to the issue point.

3. Each book in the library contains a book-pocket, with a book-card ruled to take borrowers' numbers and the dates of issue of the books.

4. When the reader desires to borrow, he declares his name. The assistant consults the file of borrowers'

Guarantor's Pledge.

I, the undersigned, hereby agree that I will be responsible for any loss or damage to the books the Public Library issued to

Signature .....

4c Pencil in fines

7112
Chandler, Harry
820 High St.

Borrower's Pledge.

Elkhart, Ind., ...192.....

I, the undersigned, hereby apply for the right to use the Public Library, promising to obey all its rules and to give immediate notice at the Library of any change of address.

Signature .....

Address .....

TWO SIDES OF BORROWER'S CARD—SIMPLIFIED NEWARK METHOD.

cards and ascertains the reader's registration number. The charging is then as follows: the assistant withdraws the book-card from the book-pocket, enters the number of the reader and the date in the appropriate columns, dates the date-label, issues the book to the borrower, places the book-card in the issue tray.

5 At convenient times the cards of books issued are

arranged under the book numbers, and at the end of the day they are filed away in a tray behind date guides convenient to the return counter.

6. When a book is returned the assistant notes the number of the book and date of issue, withdraws the appropriate book-card from the tray, replaces book-card in book-pocket, and the discharge is then complete.

Regarding this method, Mr. Vitz says[1] that the chief advantage is the elimination of troubles due to forgotten or lost readers' cards. Time and cost of materials are saved also in the making out and replacing of readers' cards. Readers do, however, have to wait until their cards are looked up, and it is usually necessary to inquire the name each time. "While still an experiment, more and more libraries have adopted it and apparently to their satisfaction." The librarians in Indiana and Wisconsin and other states have given unqualified praise to the method after a period of actual experiment. Certain facts stand out: the borrowers' card tray must be always to hand; the cards of a quality that will stand the wear and tear of much consultation; all lettering on cards should be bold—names and registration numbers of readers being conspicuous. Most important of all (and the criticism which will seriously affect the popularity of the scheme in the rate-supported libraries of the United Kingdom) it is difficult to prevent readers from having several books out at one time. This does not embarrass American librarians, whose collections are on the whole three times as large as the collections in British towns and counties of similar size as regards population. Without doubt the charging method

[1] *Loan Work*, p. 10 (A.L.A. *Manual*).

that will cause least friction or trouble to the readers is the method that will become popular in course of time, as the function of the rate-supported library is not to restrict the use of the library to readers, but to encourage readers to make use of it, if that is possible. Books standing idle on the shelves serve no useful purpose.

In one important county scheme serving populous localities in the home counties a bold attempt has been made to eliminate the necessity for the personal borrower's ticket. The explanatory card-case label following, explains the method. (The ruling of the card itself is shown p. 219.) The ruling is carried overside.

MIDDLESEX COUNTY LIBRARIES.

RECORD OF BOOK ISSUES.

1. The purpose of the card system is to provide local librarians with a simple method of checking the issue and return of books, and to enable the County Library Committee to assess the use made of the books. It is hoped that Local Librarians will do their utmost to preserve accurate records.

2. Persons, other than school children, desiring to use the library must fill in the form of application provided.

3. The Local Librarian will make out a borrower's card for *each* person using the library.

4. To facilitate reference the cards should be maintained in alphabetical order of surnames.

5. When a book is issued, the number of the book (to be found on the label inside the front cover of the book), and the date should be entered on the card of the person borrowing it.

6. The date of issue should also be recorded on the dating label inside the front cover of the book.

7. When a book is returned the entry on the borrower's card should be ruled through.

8. To prevent loss of records, the cards should be fastened in the case, by passing the string through the holes punched for that purpose.

9. Once a year the cards will be called in by the County Librarian for the purpose of obtaining statistics of the use made of the library.

.....Borrower's Name

..... Address

Book No.	Date	Book No.	Date	Book No.	Date	Book No.	Date
	○					○	

MIDDLESEX BORROWER'S CARD AND RECORDER.

BORROWERS' APPLICATIONS.

In all large schemes, readers should be required to make written application for borrowing privileges. In the case of libraries using the so-called Simplified Newark System, the ruling shown on p. 216 will suffice. Under other systems one of the rulings as here shown may be used.

MIDDLESEX COUNTY LIBRARIES.

To the LOCAL LIBRARIAN.

.....*Centre.*

I request that I may be placed in the borrowing list of the County Libraries, and promise to observe the rules, and that all books loaned to me shall receive proper care while in my possession.

Signed.....

Address.....

Occupation.....

Date.....

When a scheme is being floated, the application forms should be widely circulated, and, as far as possible, all applications dealt with at headquarters. Later, when demands for tickets or borrowing facilities have become occasional, the cards should be written locally and the application forms sent to the headquarters.

In every form of charging in which the personal borrowers' ticket is not used, it is desirable to have a borrowers' register. In the Simplified Newark System it is essential.

..... *Date*.....

APPLICANT SHOULD WRITE NOTHING ABOVE THIS LINE

I, the undersigned, a resident of Sacramento County, California, over 10 years of age, hereby apply for the privilege of borrowing books from the.....Branch of the Sacramento County Free Library. I promise to obey all rules, give immediate notice of change of residence, pay all fines promptly, and make good any injury or loss to the Library incurred by me.

(*Applicant sign full name in ink*).....

(*Tel. No*.....) (*Residence*).....

I agree to be responsible for the observance by this applicant of the above agreement, and for any loss to the Library incurred through said applicant.

(*Guarantor sign full name in ink*) .....

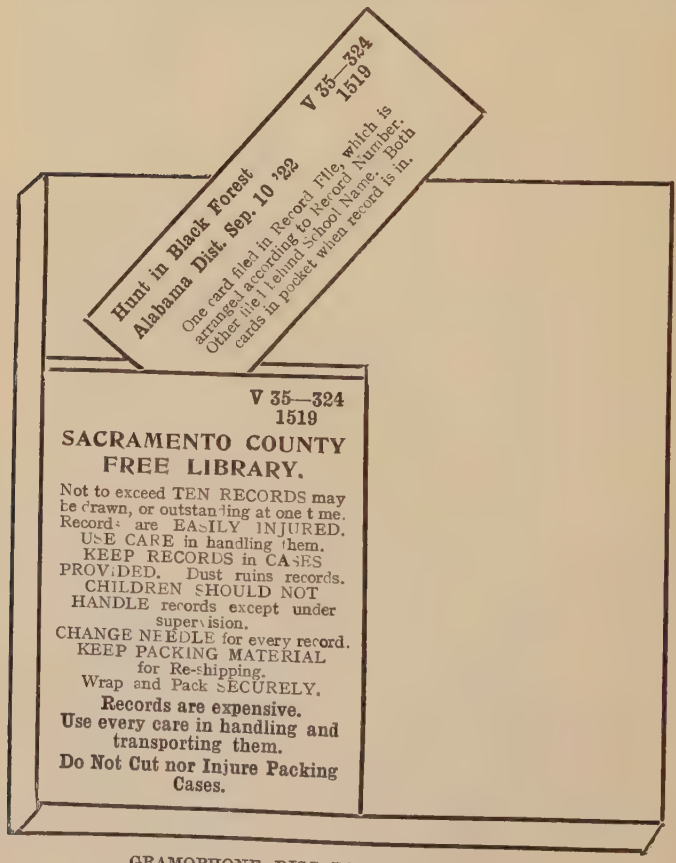
Guarantor.

This agreement terminates in two years from date, unless previously revoked. Guarantor must be a responsible person.

BORROWER'S APPLICATION CARD—AMERICAN PATTERN.

CHARGING GRAMOPHONE RECORDS.

Each record or disc is circulated in a stiff manila pocket ($10\frac{1}{2}'' \times 10\frac{1}{2}''$). A printed label, pasted at edges of sides and at bottom so as to form a pocket, is placed at left bottom corner of the disc pocket. This printed


Hunt in Black Forest
Alabama Dist. Sep. 10 '22
V 35—324
1519
One card filed in Record File, which is arranged according to Record Number. Other file behind School Name. Both cards in pocket when record is in.
V 35—324
1519
SACRAMENTO COUNTY
FREE LIBRARY.
Not to exceed TEN RECORDS may be drawn, or outstanding at one time.
Records are EASILY INJURED.
USE CARE in handling them.
KEEP RECORDS in CASES PROVIDED. Dust ruins records.
CHILDREN SHOULD NOT HANDLE records except under supervision.
CHANGE NEEDLE for every record.
KEEP PACKING MATERIAL for Re-shipping.
Wrap and Pack SECURELY.
Records are expensive.
Use every care in handling and transporting them.
Do Not Cut nor Injure Packing Cases.

GRAMOPHONE DISC POCKET WITH LABEL.

Institutes or Schools	Cols. retd.	ISSUES IN VARIOUS CLASSES, 1923														
		0	1	2	3	4	5	6	7	8	9	Biog.	Poet.	Ess.	Fict.	Other	Totals
Advie-on-Spey	1st																
	2nd																
	3rd																
	4th																
	Totals																
Alves	1st																
	2nd																
	3rd																
	4th																
	Totals																

RULING OF A HEADQUARTERS STATISTICAL REGISTER.

label-pocket holds two issue cards of the kind indicated in the illustration. The circulation of records presents no difficulty. The Sacramento notation appears unduly complex. Probably a numerical sequence from 1 up would serve equally well.

Statistical Records.

If it is desired to preserve a record of the use made of individual books, a card with the ruling shown on p. 201 may be used; but it is suggested that a record of the kind is of academic value only. As a record of a loan to a station the card is necessary, but its use is made burdensome by making it a statistical instrument. Nothing is easier than to make a county library organisation so complex as to lessen its efficiency for quick service.

Statistical details of book circulations should be carried into a book ruled as on p. 223. Circulations should be shown under the main classes only; further refinements only add to the work needlessly. The ruling allows for a record of four exchanges per year, but as many exchanges as are arranged may be provided for in the ruling. Totals should be entered in red ink so as to catch the eye. Little trouble is involved in keeping such a record if the figures are entered up at the same time as the returned collections are checked.

Records of other items circulated (*i.e.*, gramophone records, pictures, maps, etc.) may be recorded in a separate book with similar ruling.

At busy stations, where remuneration is allowed for library attendance, a statistical report should be required from the local secretary. A suggestive

BRANCH..... *For Month of*.....

Books	Mag.	Fines	Books	Mag.	Fines
1			17		
2			18		
3			19		
4			20		
5			21		
6			22		
7			23		
8			24		
9			25		
10			26		
11			27		
12			28		
13			29		
14			30		
15			31		
16					

TOTALS -

Books - - - - .....

Mag. - - - - .....

Fines Collected - .....

Fines Remitted - .....

Post Office Order - .....

Amount on hand - .....

Date.....

.....

Signature.

POSTCARD REPORT OF MONTHLY STATISTICS.

American ruling, covering a monthly period, is shown on page 225. Further analysis of issues may be provided for on such a report.

In dealing with voluntary workers, the aim should be to reduce as far as possible the routine process of charging, but in the case of paid workers at busy stations, reports on all matters relative to the local libraries should be required.

Overdue Books.

In all highly-organised schemes some check on loans should be made much in the same way as in urban libraries. In most schemes the work is exceedingly difficult, and it is necessary to allow rather more latitude to rural borrowers, owing to the fact that the rural population is so dispersed. The county librarian will advise his committee in the light of the local situation. In some American schemes notice cards of the following type are used.

American County Library

According to our records, (Author).....
(Title).....
draw on your card No.....was due.....192.....

A charge of 2 cents is made for each day a book is kept over-time. Please return this volume promptly and avoid further accumulation of fines.

In spite of the utmost precaution, mistakes occasionally occur. If you think an error has been made in your case, please bring to the library, or mail us, this notice and your library card.

.....192..... Per.....

OVERDUE NOTICE CARD.

The whole point in calling in overdue books is to ensure that the readers generally may have reasonable opportunity of reading the books. The practice of penalising readers should be resorted to as seldom as possible.

CHAPTER XIV

TRANSPORT METHODS

The county library survey will have suggested several methods of transport of station collections. All the data as to facilities—roads and vehicles—will be to hand, and a decision will be come to according to the outlook on the scheme. The most economical method is the method that makes for efficiency. It cannot be said that county library schemes whose transport arrangements depend on the availability of country carts on market days are likely to fulfil a great destiny. The last time we heard of the use of country carts in a scheme, we were being told of how Hodge, two miles out of town, had dumped the box of books in a ditch, whence it was rescued from the snows six weeks later !

Exactly the same problems of transport in connexion with county libraries are being faced in American schemes, and in these the motor book wagon is being taken up generally wherever it can be used. If anything, the difficulties in the United States are greater in some places than any we know of in Britain. In some counties carrier express and parcel post are much used, but there are stations on the Pacific coast that are reached only by horse stage or by pack animals over the mountain trails. Such services are paid for. Some counties in the belt of Scotland present

THE ELKHART (INDIANA) COUNTY LIBRARY SERVICE IN ACTION.

similar difficulties, but the problem in such cases is in abeyance owing to the cost factor in service.

The advantages of motor transport over all other methods are so great that it is only a matter of time until the present rail and country cart system is discontinued wherever possible in schemes supplying to one hundred or more stations. Counties with a smaller number of stations will probably use hired motor service, or the authority's supplies car if one is available ; or an arrangement may be come to with a neighbouring authority for common ownership of a motor. Unfortunately, however, co-operation between authorities in most matters is difficult to arrange, so that in many cases the authorities will work out their own salvation. Whatever method is adopted the ideal should be the rapid and efficient service of the community, and that can only be attained by a transport method which will enable the exchanges to be effected—not once in three or four months, but as often and as regularly as the local demands suggest. Defective transport method is a main cause of bad service in some schemes.

Apart from the possible difference of a few pounds saved at the expense of worry at headquarters and vexation at the stations, there is little to be said in favour of the rail and carrier system when a better method is available. The rail and carrier system, though it may figure out on paper as being cheaper than motor transport (and it is not so in most cases) is much too uncertain a method for a progressive service. On the whole, it is usually the most expensive in the long run, as the boxes suffer so much damage ; and this is no specious argument against the system,

but a fact which county librarians have realised. In a properly fitted motor wagon, boxes need not be used at all—there is thus an initial saving of some moment. The cheapest type of box on the market costs £125 or so for 250 of the pattern, and the necessary

DELIVERY IN SHETLAND OF COLLECTIONS FROM DUNFERMLINE.

padlocks, labels, etc., some pounds more, and there is the recurring cost of renewals.

Furthermore, the most important factor in county library work, next to the books, is the personal work of the county librarian. Much has been written about this personal contact, and all are agreed that it should be fostered. Such personal work can only be effective if the transport system makes it practicable for the county librarian to visit the stations as frequently as possible. Twenty minutes' conversation with the local

secretary and with readers who may be at the station is of great value in giving spirit to a scheme. The ideal is for the county librarian to see the collections delivered and do "missionary" work at the same time.

It is not proposed to labour the matter further here. If efficient methods are desired, the authorities should be prepared to pay for them.

Some facts regarding suitable types of motor machines actually in use may be suggestive. The choice depends largely on the carrying capacity of bodies—not so much as to weight, as to bulk. (A one-ton truck carries 2,240 lbs.—the equivalent of 44 full boxes—an impossible load, and larger than could be discharged in an average scheme in one day.)

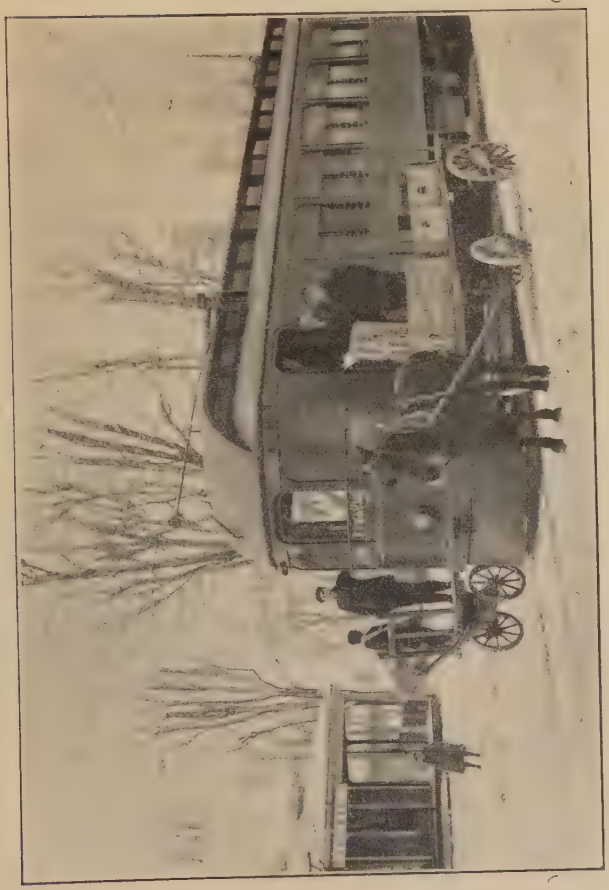
There are so many different makes of motor bodies that it is necessary before coming to a decision to have a clear idea of the requirements that are to be met. A decision may be come to by a consideration of certain definite factors. If the scheme of supply journeys has been carefully worked out, the average load the car should be expected to carry will be known. The broad factors on which a selection should be made will be as follow :—

(1) *Cubic capacity of load.*

This will depend on whether the body is to contain shelves, after the Perthshire or American models; or to be a receptacle for made-up collections in boxes, parcels, or bags; and the number of calls to be made and boxes to be carried per journey.

(2) *Weight of load.*

A book-box containing about 50 volumes of average size weighs roughly 50 lbs. Gross calculations can readily be worked out. The gross weight of 750 volumes on shelves, and including weight of book shelves, is about 7 to 8 cwt.—much the same as 15 full book-boxes: a small load representing



RAIL AND LORRY TRANSPORT IN OHIO

roughly the capacity of a van of standard pattern. It will be seen that the truck, carrying loads up to one ton, will be most generally serviceable.

(3) *Horse-power of car.*
This is conditioned by the gross weight of the collections carried per journey.

(4) *Nature of country to be served.*
It is hardly necessary to explain the advantage of flat country over hill country in motor transport.

From this schedule it will be seen that the selection of a suitable type may be based on ascertainable factors.

In American county schemes the motor truck is much used, and brief descriptions of those actually plying may be given. In Cass County, Indiana, the truck used in 1920 carried about 300 books on the shelves and a large number in the reserve space in the wagon. The car was equipped with two book-cases with glass doors placed on the sides of the truck with a large cupboard space between, reached by a door at the rear end of the wagon. A drawer at the rear of the truck had a desk top, fitted to hold the cards and equipment for the charging and generally serving as a desk for the librarian when the books were being issued to readers.[1] The Hamilton County book wagon is a Dodge the size of a five passenger touring car. "We used the steel top of the truck just as it was delivered. Between the top and the 18-inch steel sides was a heavy iron wire screening. This was removed and the heavy iron gate taken from the rear. The sides were then bent over, their supporting posts being cut to make a shelf of about six inches on either side. Inside the sides, the frames for the book cases

[1] *Library Occurrent*, v. 5 : 10, and 6 : 2.

were constructed with the doors opening above the shelves made from the bent sides. There are two sections of shelving on each side, each section contains three shelves slightly tilted, 8 inches deep by 33 inches long. Altogether the shelves hold 300 books. The doors are glassed and measure 28×31 inches. They

THE PERTHSHIRE LIBRARY VAN STOCKED FOR A COUNTY RUN.

have bolts and locks (one key fitting all locks), but while on the road only the bolts are used. At the rear of the car is a charging tray $24 \times 20 \times 5\frac{1}{2}$ inches. This is set in underneath a floor built in the car even with the bottom shelf of the book cases. The rear door is 32×24 inches and is glassed. The car is open from front to back with no partition behind the seats, thus the driver can see behind." [1]

[1] *Library Occurrent*, v. 5 : 12 ; and *Library Journal*, 1920, p. 1024.

These descriptions may be suggestive as indicating possible types. We may further consider the matter in terms of the well-known Ford delivery van which is in common commercial use. Authorities may have special bodies made after the Perthshire or American models, in which case the general cost and other factors will vary somewhat. At a slightly reduced price the chassis only may be bought and a special body mounted on it at extra cost. The company offer the van for loads not exceeding 750 lbs., plus the driver, and will accept no responsibility and will make good no damage if the load limit is exceeded. The following are the dimensions of the standard van body :—

Extreme height (floor to roof) ...	4 ft. 4 ins.
Extreme width	4 ft. 3 ins.
Length behind driver	4 ft. 2 ins.
Width of well...	2 ft. 11 ins.

Estimating the average weight of a library box containing about 50 books at about 50 lbs., it is possible to carry fifteen boxes of the kind in the delivery van. There is, of course, the difficulty of arranging the boxes conveniently in view of the fact that other boxes will be collected at each station. The fact indicates the need of opening sides in the van.

It will be realised that in any schemes in which the number of stations to be reached each journey is large, a machine with a greater carrying capacity is necessary. This is provided in the TT One-Ton Truck, which carries loads up to one ton. Only the chassis is supplied by the company, so that authorities may freely exercise their choice as to the body structure.

A truck will conveniently carry twenty to twenty-five boxes containing about fifty volumes each (roughly 1,000 to 1,250 lbs.),—quite as many boxes as could be served to stations in an average journey or day.

In calculating running costs of a truck the mileage factor is the only possible one for general comparison, and the following figures are therefore in terms of the mile. The costs are variable, but the current cost given may readily be checked at any time. A 12 cwt. load is assumed.

MODEL TT ONE-TON TRUCK.

Running Costs (per mile).

	d.
Petrol	1·40
Oil	·14
Tyres	1·75
Maintenance	1·
Depreciation	·60

Total running costs 4·89d. per mile.

Standing Charges (per week).

	d.
Licences	118
Rent and Rates	60
Insurance	162
Interest	60

Total standing charges 400d.
=£1 13s. 4d. per week.

From these figures it will be possible to make calculations according to particular circumstances,

bearing in mind that standing charges vary.[1] Taking the standing charges given as an example, we find the cost as follows :—

	£	s.	d.	
60 miles a week will cost	2	18	0	approximately
100 „ „ „	3	14	0	
250 „ „ „	6	15	6	

and so on. On the basis shown the cost per box journey may readily be ascertained. Cost per mile can also be calculated by dividing total cost by miles assumed. In the first of the three cases given the cost per mile is approximately 1s. (rather less), in the second 9d., and in the third 6½d. The cost goes down appreciably as the mileage increases. But in every case loads and roads make the difference.

These technical facts have been gone into simply because the transport problem is so very important in the county schemes, and it is felt that until the facts are faced and proper transport equipment provided in all counties, the schemes will not function satisfactorily. The writer is much indebted to Mr. R. T. Nicholson, M.A.(Oxon), a well-known authority and consulting expert and writer on motor transport, for general guidance in the technical discussions in this chapter.

[1] Wages are not included in these calculations. If a driver is employed, calculate on an addition of 684d. to standing charges.

CHAPTER XV

EXTENSION WORK

In Part I. of this work a brief survey is made of bodies of a national character which have in the past few years been devoting themselves to social and educational aspects of the rural problem. It is there suggested that many of these societies would be glad to give their aid to the county librarian in his bookish ministry; and at the same time book provision would be a great boon to the societies themselves. It is further pointed out that there are rural areas in which these societies do not function or are not represented, and it is in such places that the county librarian requires, for the most complete exploitation of his service, to build up circles in connexion with the libraries. The comment in this section regarding reading, musical, and dramatic circles is made with special reference to such backward localities as are not served by useful voluntary organisations.

The need of local bodies to help forward the library scheme requires little discussion at this stage. It is becoming recognised by all, excepting those whose ideas are bound by ancient routine, that a well-stocked library is only *potentially* an important social factor; that there is the vital need of means of ensuring that the collection will be made use of to the greatest possible extent and in the best possible way.

To effect this requires that there should be a human interest in and pervading the scheme; only by human touch in the administration and a live popular interest in the service can a scheme be made entirely successful.

From the library point of view interest in all such work is essential if the commonsense statement that "the worth of a book is in its use" be accepted. Librarians in towns here and in America have accepted the axiom and hence the library extension work which is being prosecuted through the building of branches, the establishment of delivery stations, the library lecture movement, rural drama enterprise, the publication of publicity sheets and library magazines. All these activities represent methods of making the library known and of getting books to the people. In other ways the personal touch is much in evidence, and doubtless in the future the personal work of the librarian will be more and more a highly-important factor in library services. The emphasis of the need of personal service will inevitably lead, as is suggested, to a use being made everywhere of organisations connected with bookish studies or interests. In county work the difficulty will vary considerably with the nature of social conditions in the areas.

All public work done through the library should be made to serve more than a personal end; solitary readers should be put in touch with one another when that can be arranged. In this way groups may in time be formed such as will be beneficial to all concerned, and these may form nuclei of branches of the national organisations. Such groups are needed in communities; the more of them there are the better.

Most people have heard of small societies composed of young people who undertake to spend a certain time each week in the reading of a literary work. "These little groups, which exist here and there in villages and towns, are a very general symptom of the need which is widely felt for some direction, some advice and superintendence, of the efforts which so many adolescents and adults are eager to make for self-instruction." The circle movement in all its manifestations is deserving of the greatest possible encouragement, and particularly so in rural areas where life is often so slow and lacking in opportunities for social intercourse and "the exercise of the gift of mutual sympathy and companionship which add so much to the meaning of life."

From the preliminary survey of conditions in the county the librarian will have gathered all the information he requires bearing on the adult educational and social activities. He will know exactly what spade-work is to be done.

Supposing the county rather unorganised as to bodies of the kind indicated, the first step is to get the scheme going and thereafter confer with people in the areas who are prepared to help in the formation of branches of national organisations, or of local reading clubs. If there is the least prospect of success in the greater work, the county librarian can readily get the aid of organisers connected with the national organisations, who are always glad to help in the shaking up of rural communities if they see scope for future good work. The formation of branches of such bodies is of more importance than the setting up of small more or less isolated clubs which have to be quickened by the county librarian at intervals.

One or two general organised methods of advance may be suggested as to the formation of local clubs or branches of national cultural organisations. The librarian should consult with his local helpers and members of local committees, in conference with such men and women of leisure, capacity, and influence in the county area as are willing to help in work of the kind. A memorandum which would form the basis of discussion should be drawn up and circulated prior to the meeting. From the initiation of the scheme the county librarian should make sure that he has strong backing, particularly from his committee and also from the local committees in the areas. Such work as this is not a one-man job; the county library committee should accept the work as its own. A campaign of the kind would be a library campaign, organised by the county library committee. It would be in the immediate interest of getting books to the people and getting books read, and all helpers would realise that future developments would depend on the success of the library scheme in the first instance. The simple idea is, therefore, to bring the people in the community who are interested in books in touch with one another; on that basis there would in time be cultural extensions of various kinds. The best reading serves a useful purpose; collectively a high purpose; but a lifetime spent in reading and thinking is frequently a lifetime wasted unless the results be communicated.

When the scheme has been discussed and approved by the meeting, the work of forming such circles as may be agreed upon as a beginning will fall largely on the local secretaries and the local committees. In many cases the local committees will be pleased to regard

themselves as *ex officio* the nuclei of local circles. (It may be explained here that something of this nature happened in the case of the Coats' library scheme in the Highlands of Scotland, the result being that so long as the actual local committee existed, so long did the circle also exist.) The nature of the actual circles formed would be much the same everywhere at the start: the central interest would be the library.

Another method of forming reading circles and study circles—one adopted in connexion with the village clubs movement—is as follows:—One interested and who is prepared to float the scheme invites three or four others to meet for the purpose of friendly discussion on books. The interest being sustained, the group grows until there are about twenty members, when the circle may be re-constituted in any way agreed upon. The advantage of confining the membership to a small number is that there is less hesitancy on the part of members in responding during discussions, and a greater need for individual preparation in order that the few may sustain the meeting. The possibility of a large membership will arise only in the case of populous villages.

Circles of the kind will, as a rule, be of a general nature, but in populous places where it is possible to form study circles, these should be formed. A plan adopted in connexion with adult educational bodies is as follows:—At the beginning the student-group may consist of no more than two or three students; it should certainly not include more than twenty; perhaps ten or twelve is an ideal number. All the equipment such a class requires is a room or open space in

which to meet (the local library would be the ideal place), a blackboard, and a leader. If the leader is not self-chosen, nor "chosen from above," he or she must be selected from among themselves by the students. It is essential that the leader should be someone who will hold the class together by being both business-like and enthusiastic; who will maintain free, good-tempered and relevant discussion; and who can count upon the loyal acceptance of his (or her) decisions. The leader's business is to get to know more than the other students about the subject—as much more as possible. This means a thorough study of the text-book as well as some collateral reading. Even though as little informed to begin with as the rest of the circle, a good reader can gain sufficient knowledge of the subject week by week to keep the intellectual mastery of the class. This method of student circle forming is recommended by Mr. Arnold Freeman.[1]

In circles there should be complete freedom of discussion and encouragement given to all. Often it is the most retiring individual who would make the most valuable contribution to the discussion if he could be persuaded to speak. Members should accept an equal responsibility for the success of the meetings. At the same time, and while recognising equality, each circle should elect a member to act as leader for a stated period, and the leadership should go round and be held in turn by members duly chosen by the majority. The leader should be prepared to subordinate his own ideas and personality to the will of the circle; and his

[1] *An Introduction to the Study of Social Problems*, by Arnold Freeman, p. 5.

chief interest should lie in promoting the comfort and enthusiasm of the members generally.[1] He should try to do as little of the collar-work of the circle as possible, but should use his best powers to getting others to do things in order that the circle may be as much as possible a subject of thought and interest to members generally.

In the formation of branches, clubs, and reading circles, it is wise to remember that almost any kind of beginning is better than none. Though the members appear of the most unpromising kind they should be encouraged. At the first few meetings there will probably require to be a certain amount of nursing of the members, but once a spirit of fellowship has been established the work will devolve more and more on the members generally rather than on two or three.

The question of a meeting-place for bodies of the kind is not a difficult one to settle. In places where there are institutes these should be used. The rural school (if it houses the library) is an obvious venue, and there has been within the past few years an inclination to open the rural school more freely to communal movements. In Scotland much more than in England the rural school has been regarded not purely as an institution for the dissemination of formal knowledge, but also as a social and educational centre for the villages.[2] The majority of the county library schemes have their local centres in the rural schools. It is appropriate, therefore, that bodies which find their centre of interest in the libraries should be permitted to meet in the institutions which harbour the collec-

[1] See *The Choice of Books*, by C. F. Richardson.
[2] See *Report on Library Policy*, by W. G. S. Adams; and *The Rural Teacher and His Work*, by A. Foght.

tions. The new conception of the rural school and its possibilities as described by educational writers is sure in time to be accepted generally in this country. The attitude towards school which is formed in early days should be made a permanent one so that the adult may naturally continue to look on the school as upon an educational centre for the community. The adult connexion can best be maintained through a culture agency such as the library, its use being taught in early days.

Occasionally the question is settled by the existence of a strong and well-equipped village institute managed by a village committee. An institution of this kind is a popular place for reading and debating circles and dramatic and musical clubs to meet, and for the housing of the adult book collections. Usually there will be some organised body connected with the institute, and if so, and if they are capable of being developed to serve the district in connexion with the county library scheme, their aid should be sought. Often the established circles which one finds meeting in village institutes are social circles merely, with no ideas as to developing themselves as cultural bodies.[1] There is often a lack of corporate feeling, and it would be a great advantage in such cases if, besides being improved as centres of social intercourse, the committees in charge could be induced to look upon the supplying of intellectual and educational advantages to the members as part of their reason for existence. Work of this nature would be undertaken by the county librarian and his committee, and in this connexion the aid of the organisers of national voluntary associa-

[1] Village Clubs' Association Memoranda.

tions would be readily given if the shaking-up of the village and of the institute would appear to be worth while.

Whatever cultural object be in view,—whether it be the formation of mutual improvement societies, study clubs, the stimulation of rural drama, music, folk-song and dance,—all such work may be advanced on the lines indicated. The people able and willing to help should be approached, and the work left as far as possible in their hands. There is in every rural community a reservoir of native talent which merely requires tapping. Certain circulating adjuncts such as gramophones, picture collections, and a cinema outfit, should be provided by the committee. Such provision involves little expense.

The formation of circles and clubs of the kind described is only a beginning. The circles when formed and settled properly on their feet should, whenever possible, be induced to take up a connexion with national bodies devoting themselves to the revival of social and intellectual life in the country places. All such arrangements should be made by the county librarian, whose close connexion with each side would facilitate good relations.

CHAPTER XVI

AN AMERICAN SUMMARY AND DIGEST

The laws governing American county library schemes have been dealt with cursorily in the chapter on county library law. It is there shown that the principle of state aid as embodied in the Acts of some thirty-seven states has afforded local library schemes opportunities of development on sound lines based on the accumulated experiences of state-wide services. The contrasts between British and American methods are shown to be striking: in Britain local schemes have been growing up in a large number of instances without any professional help or guidance from any competent official source; whilst in America the local authorities of even the smallest places are free to draw on the highest professional advice in the state.[1] Considering the value of such state service it is interesting to note that the average appropriation in support of these state agencies—the commissions—is in terms of our currency less than two thousand pounds sterling. On an appropriation of about two thousand six hundred pounds for one year the following work was done in one state:

All public libraries in the state except three visited; one town given quarters in a new community house;

[1] See *League of Commissions Handbook*, 1916; also *Public Libraries*, and *The Library Journal*.

370 visits made by commission ; 9 new towns obtained library service ; two more libraries started county service ; 13 public library book collections organised ; 7 high school library collections organised ; 19 new townships received library service ; 11 district meetings attended by staff ; 44 students instructed in summer school ; 42,809 volumes circulated by travelling library department ; 223 associations served by travelling

THE WASHINGTON COUNTY (MARYLAND) BOOK WAGON SUPPLYING TO A FARM

library department ; 62 new stations served by travelling library department.

There are some 212 public libraries in the state ; the cost of the commission comes out at about sixty dollars per library per annum ; but the stimulus received by these centres cannot be calculated in terms of money. The facts indicate that much can be learned from these state methods, and particularly in regard to county schemes which are reacted on to so great an extent by experienced state library agencies.

As may be seen from the example quoted, state aid implies in most cases a measure of state supervision. In some states the aid given is of a direct nature, such as by annual grants of books, printed aids in book selection, travelling libraries, and the personal help of the executives in any way required. In practically every case it is both advisory and to a certain extent administrative, but the functions in every case depend largely on the nature of the state agency. Of the thirty-seven states which in 1916 were aiding libraries, twenty-one had independent commissions, four did the work through the state libraries, six in part connexion with the state libraries, and six as subordinate to the state board of education. Elsewhere the tendency has been noted for the functions to pass into the hands of the state libraries, but the functions are performed equally directly.

The first of the state library commissions to be established was that of Massachusetts in 1890, which was empowered to give direct aid. In 1891 New Hampshire followed, and this commission was remarkably successful in getting a compulsory library law passed for towns, a minimum tax being stated. In 1892 the regents of The University of the State of New York set up an Extension Department, which has done work of outstanding value in connexion with State Library activity. It works on highly-organised lines and exercises a considerable degree of control over the libraries chartered by the regents. In 1893 Connecticut followed by establishing a committee by statute providing for appointment of the committee by the State Board of Education. Its work has been largely advisory and of an office nature. In 1894 Vermont

established a Free Public Library Commission with the following duties : To give advice to librarians and trustees of any free library regarding selection of books, classification and cataloguing and any other matters pertaining to the maintenance or administration of the library ; and to distribute state aid to libraries established under state law. In Vermont, as in some

THE EVANSTON (ILLINOIS) COUNTY LIBRARY SERVICE; BOOKS FOR SCHOOL CHILDREN.

other states, the movement has been largely helped by rural voluntary associations such as the Federation of Women's Clubs. Wisconsin (whose state system is dealt with at a later stage) established the Free Library Commission in 1895, setting the pace for much excellent work in the Middle and Western States. The first state to centre the functions of the commission in the state library was Ohio, which passed a law in 1896 making the commission appointed, as in New York, the agent of the state for general library extension and

improvement. The later movement in establishing these state bodies was rapid, but no plan showed originality of particular note until 1903, when California developed its great state library scheme, described below.

The American professional journals have dealt with the subject at length over the years, but a good summary to which we are much indebted is Asa Wynkoop's *Commissions, State Aid, and State Agencies* (A.L.A.), and a mass of information is contained in the League of Library Commission's *Handbook*. For completer study see the published annual reports of the various state agencies.

The following brief outlines of work in particular states may serve to give a general idea of the scope of American activities in relation to county libraries:

California.

The first California county library law was passed in 1909, being superseded in 1911 by the law which, with slight modifications, is the basic law. The movement has advanced rapidly and practically all of the 58 counties have systems. The county libraries deal for the most part with the rural areas,[1] and are linked up, and are under the supervision of, the state library. The state library does the work which in some other states is done by library commissions. The aim is to co-ordinate all library agencies in the state, and to that end all library agencies are expected to co-operate with a view to preventing needless duplication in service and material. The state library func-

[1] Bowker (R. R.), "The County Library System of California," *Library Journal*, 1921, pp. 835–7.

tions in two ways : (1) in helping on the organisation of the county libraries ; (2) in supplementing the service of the county libraries. Centralised service of this nature enables the state library to act as a clearing-house in library matters. It has in reserve some hundreds of thousands of volumes of books of an informative nature, and these are at the call of all students in the state. In their local areas the county libraries are under the control of elected county supervisors, who appoint the county librarians and make other appointments on his recommendation. The salary of the county librarian is fixed by law, the maximum under the amendment of 1921 being $4,000 (roughly £830 at par of exchange). He or she must have passed an examination under a board consisting of the librarians of San Francisco and Los Angeles with the State Librarian as chairman. Much importance in connexion with the county schemes attaches to the visitation of the local library centres, and no effort is spared to reach the most desolate places. Calls come to the county librarian from logging camps for books, and to reach such places he or she has to ride on logging trains, sometimes in the caboose and again on the engine, and journeys may have to be made over the mountain passes.[1] But whenever possible, the motor book wagon is used. The most successful California county scheme appears to be that of Monterey of Stevenson memory, which, starting in 1914 with 2,000 volumes, 541 borrowers, and an expenditure of 3,400 dollars (£708 at par), in 1920 reported a stock of 31,976 volumes, 6,805 borrowers, and an expenditure of 15,016 dollars (£3,128 at par). It is deserving of

[1] See *Library Journal*, November 15, 1922.

note that Monterey's county population is returned as 27,980, so that Mr. H. A. L. Fisher's suggestion as to English library requirements (one book per population) has been bettered. The community service ideal permeates all the schemes, and the libraries are linked up in every possible way with rural organisations. The California service deserves the closest attention of all concerned with library extension.

INDIANA.

Indiana was historically the pioneer state in county library activity, as its initial constitution of 1816 included a requirement that the General Assembly in organised new counties should set aside 10 per cent. from the sales of town lots in the county seat for a public library, and should also provide for associations to conduct such libraries. Four counties made what proved to be false starts under the allotments and organisations which the General Assembly did provide for immediately after the adoption of the constitution, and in Scott County a fund from the sale of town lots accumulated until a county public library was organised a century later. The constitutional provision was dropped in the revision of 1857, but a general law took its place, and under this law there survives a small library at Marion County court house, as a relic of the past. Thus Indiana is entitled to historical credit; but much more so to practical credit for its modern county schemes.[1]

The county system developed largely on the basis of the Township Support Act of 1911, which provided

[1] See Hamilton, W. J., "County Library Work in Indiana" (*L.J.*, 1920, pp. 343–6).

for the extension of library service to an adjoining township in return for a township tax. In Indiana the township is an active governmental unit and not, as in some states, merely a geographical expression. Unfortunately in a certain number of cases local jealousies made it impossible to organise a complete rural service on the basis of the Act of 1911; three-fourths of the state's area, though only one-third of its population, had no local library service. To remedy these conditions and to provide local libraries for all parts of the state, a county library Act was obtained in 1917. The Act is rapidly being taken up. Counties in Indiana are small as compared with most of those in California, and the essential features of the Indiana law differ in important ways from those of California. The main outlines are: (1) Action forced on county officials; (2) Library Board has right to fix tax rate; (3) The county library is autonomous; (4) Existing library authorities may come into the county scheme, or not, as they wish; (5) The tax must be levied. Typical county work is that of the Logansport Library, which serves the largest territory in Indiana.[1] The book wagon was used from the start, and at the end of the first six months it had been on the road sixty-four days, had circulated over 10,000 volumes, besides leaving 2,850 stationary libraries at schools, at a cost of about two cents per mile.

WISCONSIN.

Wisconsin has for long been a banner state as regards rural library enterprise, being to the middle west what California has been to the Pacific coast. The com-

[1] *Library Occurrent*, 1921, pp. 63–6.

mission, established in 1895—sixth on the list—at an early date achieved a record of service which was unequalled anywhere, and its formal organisation and activities have been generally taken as a model for work in the Western States. The commission is not permitted by the law to give any direct aid to libraries other than in an advisory way, such as in suggesting ways and means of securing libraries, library buildings, library sites, municipal support, etc. A considerable amount of visiting or "field work" is done by the staff. The commission works through departments : (1) The department of library extension, which works in the cities ; (2) The travelling library department, which supplies libraries to rural areas ; (3) the study club department, an adult educational activity purely, which meets the bookish needs of students ; (4) The legislative reference department, which meets the needs of legislators and sociologists studying political institutions. County libraries were started in Wisconsin in 1896 on the basis of a gift. The success of the experiment led to the creation in 1901–2 of the first official county travelling library board, and in 1903–4 a state appropriation was spent. A large number of county travelling library systems are now in operation under separately organised county travelling library boards. In a number of the counties the work is undertaken (as in Indiana) by the librarian at the county seat (chief town usually) ; in one county by the superintendent of schools ; in others by private individuals with offices in the court house. In states which have followed Wisconsin's lead the importance of having all such details in the organisation supervised by trained librarians has been

recognised. A county survey is commonly made when a county library is to be started. The method is the same in most places. Galpin's *Rural Life* is studied as an introduction to the subject, explaining many points in rural sociology, a knowledge of which is essential to the county librarian. The University agricultural extension bulletins are also recommended. Local government of the state is studied, also maps and topographical works generally which bear on Wisconsin. People interviewed are the county superintendent of schools, his supervising teachers, the principal of the high school (if it has many out-of-town pupils), the county agricultural agent, and the town or county clerk. The agricultural colleges furnish lists of rural clubs and club leaders in neighbourhoods. Useful as all these sources may be, they are regarded as only preliminary to a first-hand study of the district, its topography, centres of population, lines of travel, types of people, and social organisation generally. Meetings of rural bodies are arranged to be held in the county library premises, the idea being to harness all useful social community work to the library movement.[1]

[1] "Rural Library Extension in Wisconsin," by J. W. Rathbone (*Wisconsin Library Bulletin*, 1919, pp. 167–173).

APPENDIX I

COUNTY LIBRARY STATISTICS

The figures shown in the accompanying table relating to British county libraries have been abstracted from the 1921 report of the Carnegie United Kingdom Trustees. The table is as complete as it was possible to make it on the basis of the information presented in the report, and considering the scope of the present inquiry. It is understood that complete figures are difficult to obtain in many cases; but even so, the figures available are interesting.

As regards the American figures presented and analysed, the question arose in the first instance as to the counties that would serve best, but the question settled itself inasmuch as the figures for the California libraries were the only ones readily obtainable and sufficiently complete for our purpose. Moreover, the California county libraries have attracted the attention of most of the States in the Union for their organisation and the work they have done. The relative figures have been abstracted from *News Notes of California Libraries*, 1921. The only aim has been to present contemporary examples such as may afford a reasonable basis for comparison, but this aspect is not unduly emphasised. The lesson is presented, and the fact that the California counties are two or three years older than most of the British examples does not make it less clear.

Some general observations on the table are necessary. The population factor in the case colours the table. A densely populated community can have an efficient library service provided for it at a smaller cost per inhabitant. But this does not explain why county library service in California is so very much more handsomely financed that in British counties. The analysis of the heads shows that it is a question of the interpretation of library service. The American Library Association, as also the Carnegie Corporation of New York, desires for efficiency a property tax of one dollar per head of population, and this figure is approximated to in a number of places. In Ontario, Canada, a half-dollar tax is mentioned in the recent Act, as a minimum.

It is, as we say, a question of ideals in service. Our American friends try to meet the needs of readers as soon as they are expressed and they endeavour to give them a choice at the same time. Library ideals cannot be realised so long as book provision remains at 3/20ths of a volume per head of population.[1] In the American examples the average comes out at 2 and 12/20ths volumes per head of population.[2] As regards the number of stations in California schemes, it may be pointed out that although the population of the State is just 3,426,861, the square mile area is 158,297, that is, the population of Britain is fifteen times larger, while the square mile area of Britain is half that of California. The problem in California might be expressed as one of giving library facilities to a population thirty times as scattered as the population in

[1] The arithmetic mean and the median are both ·09.

[2] The arithmetic mean is 2·34 and the median rather higher,—2·5.

Great Britain. It will be understood that we are intentionally ignoring the factor of the great cities; in any case, our point is clear. Library service to a scattered British county is interestingly presented in the Caithness figures, which show that furthest north the rural population fares better than in any British scheme analysed. As regards staffs at headquarters, the British figures are not available.

The Need for Statistical Research: A Suggestion

In conclusion, it is suggested that even the meagre figures presented indicate the need for statistical inquiry and research into the economics of library service. A mass of data awaits tabulation and statistical analysis, and until the data have been examined the rate supported library service will remain uncharted. Such an inquiry would only be useful if undertaken on the basis of population—*per capita* library servce. In nature it would be an examination of the financial provision for public libraries (including county libraries) as indicated in library budgets, and of the distribution of the provision over the various items of library expenditure, with reference to the factor of populations served. The ultimate result of the inquiry would be a suggestion as to an efficiency basis for places with varying populations as to staffs, salaries, stocks, and odd maintenance charges. The subject is so important both to British and American librarians that it might well be taken in the first instance as a subject for joint inquiry between the Library Association and the American Library Association.

COUNTY LIBRARY STATISTICS.

Counties.	Year when started.	Income.	County pop. served.	Exp. per head of pop.	No. of Books, Maps, Records, etc.	Books, etc., per head of pop.	No. of Stations.	Population per Station.	Books, etc., available per Station.	Staff at Hqrs.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
GREAT BRITAIN		£		s. d.						
Gloucestershire	1918	634	262,000	0 ·58	17,900	·07	340	771	53	—
Buckinghamshire	1919	321	214,200	0 ·36	17,900	·08	267	802	67	—
Cardiganshire ...	do.	499	50,072	0 2·39	5,308	·11	110	455	48	—
Nottinghamshire	do.	771	176,575	0 1·05	14,289	·08	174	1,015	82	—
Wiltshire ...	do.	553	140,000	0 ·95	14,600	·10	202	693	72	—
Caithness ...	1920	226	12,600	0 4·30	6,793	·54	73	173	93	
Montgomeryshire	do.	220	35,583	0 1·49	4,414	·12	88	404	50	—
Warwickshire ...	do.	750	130,000	0 1·38	11,000	·08	83	1,566	132	—
UNITED STATES										
California :		$								
Colusa	1915	9,522	9,290	4 3	25,395	2·7	54	172	470	4
Lassen	do.	9,318	8,507	4 7	21,340	2·5	76	112	281	3
Plumas	do.	7,365	5,681	5 5	19,314	3·4	67	85	288	4
Siskiyou ...	do.	12,918	18,545	2 11	46,542	2·5	120	154	388	5
Tehama... ...	1916	8,273	12,882	2 8	21,410	1·7	72	179	297	3
Trinity	do.	4,971	2,551	8 2	14,046	5·5	56	46	251	3
Sutter	1917	10,193	10,115	4 2	20,729	2·05	52	195	399	4
Tuolumne ...	do.	7,890	7,768	4 3	20,971	2·7	54	144	388	2
Amador... ...	1919	5,125	7,793	2 9	4,441	·6	20	390	222	1

NOTE.—Rate of exchange at par. In every case the service includes school library service.

APPENDIX II

PUBLICITY MEMORANDA

The following varieties of Memoranda in terms of British and American county schemes are suggestive. Each attacks the problem in a different manner. The California Memoranda are complementary, as the school service is given by arrangement; it is not, as in Britain, an essential part of the county library work.

CALIFORNIA COUNTY FREE LIBRARIES

I

TWO QUESTIONS OFTEN ASKED

I. What is the county free library?

II. How can we get the county free library in our county?

These two questions are asked very frequently. The most satisfactory way to answer them is to send an organiser from the California State Library to call upon the enquirer to explain everything thoroughly, answering not only these two questions, but any others that those interested may want to ask. This, unfortunately, is not always possible; so this attempt is being made to answer the questions briefly on paper.

I. What is the County Free Library?

Establishment.

The county free library is a library established by resolution of the supervisors, supported by the county, and gives free service to every resident of the county. (A town with a library is not included, unless it wishes to be.)

The county free library is perfectly simple in its method of operation, following closely that of a city library, with its branches

in different sections of the town. The main difference is that a city library has the municipality for its boundary, while the county free library has the county for its boundary.

Appointment of Librarian.

As soon as possible after a county free library has been established, the board of supervisors appoints a county librarian to take charge of the work. Such a person must have had training and experience in library work and must hold a county librarian's certificate issued by the State Board of Library Examiners.

Headquarters and Branches.

Business headquarters of the county free library are established at the county seat, in the Court House or Hall of Records if possible, assistants are appointed, and branches are opened in all parts of the county so as to make the books as accessible as possible to everybody. The librarian visits all parts of the county, gets acquainted with the people, ascertains the book needs of the general public, the schools, the clubs, etc., and makes up collections of books to be placed at each branch with special reference to the needs and desires of that particular locality, the largest collection being placed where the demand is greatest. These collections are changed in part or as a whole, when the community no longer uses them. In addition, if a book is desired which is not in the branch collection, it is sent from the county free library headquarters; or, if not found there, it is supplied from the State Library, all shipments being free to the borrower. (The aim of the plan is for completeness, but naturally at present all service is dependent upon resources and library funds.)

Housing the Branches.

In very small communities the books are usually placed in a store, post office, or anywhere convenient to the public. In communities large enough to need it, a reading room is maintained, in charge of a custodian who keeps the room open whatever hours it will be used. The reading rooms are being welcomed as a strong influence for good in the small communities. Supplied with newspapers, magazines and books, they offer a most acceptable social centre.

Free Transportation means practically Complete Service.

The county pays transportation on shipments within the county and the State Library pays transportation on shipments to and

from the county. In this way, as soon as a person is in a county free library system, he is practically sure of complete library service —of receiving through his nearest branch any book which he needs and of receiving it free of any charges, either for transportation or service.

Co-operation with other Libraries.

In towns with libraries, any co-operation with the county free library is for service only, and in no way interferes with the administration of the local library, but supplements it in every way possible. The people of the town thereby receive a service naturally much more extended than any town library would see its way clear to give, since its resources and book possibilities are more limited than those of the county. A branch in a library is also able to give free service to the surrounding country.

Benefit to Schools.

The county free library is a particular benefit to the schools, both elementary and high. They receive a service impossible to get from their own shelves, for no school can afford to own all the books for reference and research work that the teachers may desire for the pupils. With free access to the county free library, and through it to the State Library, books and other library material are thus made available. (See "County Free Library Service to Schools," published by California State Library.)

Progress of the Plan.

On January 1, 1920, forty-four counties had adopted the county free library plan, and others are considering its adoption. With a central office and store house established at the county seat, and with a branch there and branches out in various parts of the county the people even in the remotest corner are receiving a library service otherwise impossible.

County Free Library supported by County Tax.

The board of supervisors is empowered by law to include the support of a county free library in the tax levy. The money appropriated for such purposes is spent for the following:

1. Books. Each county is expected to own the books that are continually used in the county. (The various ways in which the

State Library helps the county free libraries are explained in the next paragraph.)

2. Transportation.
3. Branch expenses.
4. Supplies.
5. Maintenance at headquarters.

Free Supplementary Service from the State Library.

The California State Library lends free of transportation to the county free libraries such books as are too expensive to justify the county's purchasing them, books which are only occasionally called for, books out of print, or rare, or several books on one subject where more are wanted by a school, a club, etc., than the county needs to own. Thousands of books on various professions, trades and employments, such as law, mechanics, engineering, electricity, farming, horticulture, etc., historical works, including material about California, documents, books in foreign languages, books for the blind, art books, pictures and stereoscopic views are some of the material available from the State Library.

II. How can we get the County Free Library in our County?

The county free library law is an enabling act, making it possible for any board of supervisors, on their own initiative, to establish a county free library, the following steps being required by law:

1. Adopt resolution of intention.
2. Publish notice of intention. (This should be published three times so as to cover fully two weeks.)
3. Adopt a resolution of establishment.
4. Appoint a county librarian who has been certificated by the Board of Library Examiners, as required by law.

Experience in the counties that have already established county free libraries shows that the supervisors in any county need only to know that their people want the county free library. So every individual interested, as well as clubs, granges and other organisations should present their requests and make their wants known to their supervisors.

Assistance can be had from the State Library and from the Board of Library Examiners:

1. From the State Library:

(*a*) Information as to any point which is not clear.
(*b*) Blank forms for petitions for those who prefer to communicate with their supervisors in that way.
(*c*) Blank forms for any of the legal actions to be taken.

2. From the Board of Library Examiners:

A list of the librarians that have been certificated by the board and are qualified to hold the office of county librarian, will be furnished to any board of supervisors on request to the Chairman of the Board of Library Examiners, care of State Library, Sacramento, Cal.

For any further information on county free libraries communicate with the

California State Library,
Sacramento, California.

II

COUNTY FREE LIBRARY SERVICE TO SCHOOLS

I. How to Get It. II. What It Accomplishes. III. Questions Answered. IV. Opinions About It. V. Growth of Service

INTRODUCTION

The county free library is a library which is established by resolution of the supervisors, which is supported by the county, and which gives free service to every resident of the county.

The headquarters are at the county seat and are in charge of a trained librarian, who holds a certificate from the Board of Library Examiners. Branches are established in various parts of the county in charge of custodians. The largest collection of books is placed where the demand is greatest. These collections are changed in part or as a whole when the community no longer uses them.

I. How to get County Free Library Service for the Schools.

1. The law.

(*a*) The elementary school district.

Section 1715, Political Code, provides that any district school board of trustees may, if it wishes, transfer the library fund of the district to the county free library fund. It may also transfer books and other property of the district library to the county free library.

(*b*) The high school district.

Section 1741 and Section 1756, Political Code, make provision for similar action for the high school. By transferring its funds for books and magazines to the county free library fund, the high school may arrange for county free library service. It may also transfer books, and other property of the high school library, to the county free library.

2. How to carry out the law.

Any board of school trustees may pass a resolution to have the school receive county free library service. A copy of this resolution must be sent to the county superintendent of schools to direct him to transfer the district school library fund, or, in the case of a high school, its funds for books and magazines, to the county free library fund. (Copies of this resolution may be obtained from your county librarian or from the California State Library.)

II. What It Accomplishes.

1. Pooling funds.

The money for library purposes of each elementary or high school district is limited and has not the purchasing power when used separately that it has when combined. Buying in quantities means lower prices.

Every elementary or high school district in the county is liable to purchase the same books, need them only a short time, and then allow them to become inactive material upon the shelves. If one person (the county librarian) does the purchasing, only as many duplicates are bought as are needed. This decrease in the number of duplicates adds to the purchasing power of the money.

The longer the elementary and high school districts pool their funds for library purposes the larger becomes the collection of books for the use of the schools, making it possible to give them an almost unlimited supply.

In one county a school with five teachers received during its fourth year of county library service over one thousand books, although it had only fifty dollars of library money to transfer to the county free library. The smallest rural school in that same county received not less than one hundred books. This service was possible because the whole collection had grown large enough in four years to meet the demands made upon it.

2. An expert buys the books. (A person must be a book expert in order to be a county librarian.)

Having the county librarian purchase the books for the schools results in better selection of material, better editions, better bindings, and better prices.

3. System and uniformity in preparation of books for circulation, and in care of books.

As the books are bought and equipped for circulation at one centre, there is uniformity of charging system, listing, etc., which makes for more satisfactory loaning and use.

Books are kept in repair, or discarded if necessary.

4. Prompt receipt of books when needed.

Books sufficient in number to meet the first needs is sent when school opens.

By getting the books they need and when they need them, the teachers and the pupils avoid all loss of time.

Promptness of service depends upon three persons—the teacher, the county librarian and the book dealer. If possible, teachers should file with the county librarian at the close of the school term a list of books and apparatus needed for the beginning of the next term. Having this information, the county librarian has the summer months in which to make purchases and to prepare the books for circulation. The book dealers are given time to meet the demands made upon them. The result is prompt service to schools.

Special requests from teachers for books are given prompt attention.

One of the greatest demands upon the district library fund is for supplementary material. With county free library service the schools receive all necessary supplementary books as well as other books.

The great demand upon the book and magazine funds of the high school is for reference books, and by turning over their money, they have the use of all the reference books in the county free library.

All dictionaries, encyclopædias, and maps, as well as the necessary apparatus for the elementary schools, are purchased by the county librarian, and remain in the school as long as they are needed.

5. All books returned when no longer needed.

The collections of books sent to the various schools are returned to the county free library office in part or as a whole when the schools no longer need them and fresh ones are sent to them. In this way live material is kept in constant circulation through the schools by the county free library.

When school libraries are operated independently the books become dead stock upon the shelves. The only fresh material is the limited supply purchased each year.

6. Equal service to all schools—the new as well as the old, the isolated as well as the more centrally located.

New schools that have county free library service receive books when school opens and have as good library service as those that have been long established.

Schools that are isolated, or not near a branch of the county free library, find the county free library service in the schools a source of pleasure and benefit, not only to the children, but also to the people of the district.

7. No expense to school for transportation on books.

Transportation on all books is paid by the county free library.

8. County librarian visits schools.

The county librarian visits the schools and becomes acquainted with the teachers and the pupils. She consults with the teacher in regard to the needs of the children and then sends books and other library material that will be of the greatest help to them

She advises the teachers in regard to the best and latest books for children. Knowing the pupils enables the librarian to co-operate with the teacher in giving them the best service.

9. Teachers' library may join county free library.

The law gives a county superintendent of schools the power to transfer to the county free library fund all moneys payable to the teachers' library fund. He may also transfer to the county free library all books and other property belonging to the teachers' library.

The first year that the school libraries receive county free library service the transfer of the books from the teachers' library to the county free library means direct and immediate assistance to the schools, because it forms a nucleus from which the county librarian can draw to meet the needs of the teachers and pupils.

With county free library service these books are made available to the schools; without it, they remain in the office of the superintendent of schools.

III. Questions Answered.

1. Must a school district transfer the whole amount of the school district library fund when it joins a county free library ?

Yes. (See Section 1716, Political Code.) A partial joining could not bring successful co-operation.

2. Must a school district give up its library when it joins a county free library ?

No. The board of school trustees may either keep it or transfer it to the county free library.

3. Has a school district power to withdraw from a county free library ?

Yes. It may do so by notifying the county superintendent of schools and the county librarian in writing on or before the tenth day of June of any year that it wishes to withdraw.

4. How much service may a school expect the first year a county free library is giving service to schools ?

It will depend upon how long the county free library has been established and the apportionment of library funds made by the county superintendent of schools. A conservative statement, based upon the work of thirty-five counties, is that the schools will receive the first year twice as much service through this co-operative plan as they have ever gotten operating independently. Each year as the central collection of books gets larger the service to the schools becomes greater until in about four years' time the schools are usually getting all they desire in the way of books, magazines, and apparatus.

5. How do teachers usually select books and apparatus ?

They select the supplementary books and the apparatus from the school manual. They give the pupil's grade and the subject desired, and leave it to the county librarian to make the selections for general reading, unless they have definite requests they wish to make.

6. How long may books and apparatus be kept ?

They may be kept as long as nee 'ed. Apparatus—maps, globes, charts, etc.—encyclopædias, dictionaries, and books needed constantly seldom leave a school unless they need to be repaired. The supplementary material and general reading, music records, stereographs, etc., that are of temporary value are the things that circulate.

7. How are books sent to the school districts by a county free library ?

They are sent the way that is most convenient for the teachers and trustees. Parcel post and Wells Fargo Express are used largely. In some of the counties the books go to the schools on pack animals over the mountain trails.

8. Who pays the transportation ?

The county free library pays it both ways.

9. Can county free libraries legally buy musical instruments for the schools with the school library fund transferred to them ?

No. They can purchase legally only what the trustees could legally buy if they retained the school library fund.

10. Can music records be furnished the schools by county free libraries ?

Yes. Several counties are already having music records circulated to the schools by the county librarians.

11. Is a teacher restricted to an approved list of books for general reading after a school joins a county free library ?

No. When a school joins a county free library it becomes a branch of the larger unit and the children are entitled to any book upon the shelves of the county free library or the State Library.

12. What is apparatus ?

The following is a written opinion given by Edward Hyatt, Superintendent of Public Instruction, State of California :

" The term apparatus as used in the law, we understand to mean apparatus for class use in the regular branches of study; such things as maps, charts, globes, etc."

IV. Opinions About It. [*Extracts from Letters.*]

Extract from address of Dr. Margaret E. Schallenberger McNaught, Commissioner of Elementary Schools, Department of Public Instruction, Sacramento, Cal., before the National Education Association, St. Paul, Minn., July, 1914 :

" An all-powerful factor in the rural school may be the library. In California we thought we had an ideal system. From the beginning of its existence the rural school library has had its special fund; consequently, as would happen very naturally, there are some excellent rural libraries in California and some almost worthless ones. In the old days either the teacher or the trustees purchased the books until all the money appropriated therefor had been spent. To-day, however, no book may be bought unless it be found upon a list made by the county.

" At the close of school all the books are packed and shipped to the county librarian. They are cleaned, repaired, and fumigated and ready to send to other schools. An entirely new library each year. No expense ! No trouble ! "

V. Growth of the Service.

Six years ago scarcely a trustee, teacher, or pupil in California knew that it was possible to join a county free library. On May 1, 1917, there were 1,152 elementary school districts belonging to the county free libraries of California. This is over one-third of the elementary school districts of the state. To these districts the county librarians furnished from September, 1916, to May 1, 1917, 245,268 books to 2,591 teachers and 66,620 pupils; also, maps, charts, globes, magazines, stereographs, music records, and pictures. The total funds transferred amounted to $41,034.58.

There were 29 high schools that joined the county free libraries, and 282 high school teachers and 5,497 students were furnished

with 9,573 books; also with debating material, State Library reference service, maps, charts, and magazines. The funds transferred by the high schools amounted to $3,990.

Example of School Service given by a County Free Library established Two Years.

Service given to schools of Siskiyou County by the Siskiyou County Free Library (established June 7, 1915) during the school year July 1, 1916, to June 30, 1917.

84 elementary school districts served.
111 elementary school teachers served.
2,691 elementary school pupils served.
9,702 books sent to school branches.
3 magazines sent to each school.
30 maps loaned
70 phonograph records loaned to 7 schools.
10 phonic charts loaned.
508 pictures loaned.
$2,862 transferred from school library funds.

Example of School Service given by a County Free Library established Five Years.

Service given to the schools of Los Angeles County by the Los Angeles County Free Library (established September 5, 1912), during the school year July 1, 1916, to June 30, 1917.

86 elementary school districts served.
375 elementary school teachers served.
8,946 elementary school pupils served.
23,075 supplementary books and 14,893 general literature sent to schools.
20 charts sent to schools.
15 globes sent to schools.
123 maps sent to schools.
Magazines and stereographs.
$2,732.01 transferred from school library funds.
3 union high school districts served.
51 high school teachers served.
2,717 high school students served.
1,658 books furnished.
Debating materials, etc.
$1,325 transferred from fund for books and magazines.

For any further information on county free library service to schools, communicate with the California State Library.

MIDDLESEX COUNTY LIBRARIES.

Memorandum of Information for Local Librarians.

The inauguration of the County Libraries Scheme has been made possible by a generous grant from the Carnegie United Kingdom Trust. The County Council have adopted the Libraries Act, 1919, by which they become the library authority for the elementary school area, excluding such districts as already possess public libraries.

General Principles of the Scheme.—Various efforts to supply libraries to the smaller districts have failed in the past, due to the limited supply of books, which were soon exhausted by the community. The principle adopted will be to provide the local areas with a constant supply of fresh books from a central pool. Thus instead of a collection restricted by the local funds available for the purchase of books, each district will be able to select books from an extensive common stock. An effort will be made to make the individual book the unit of distribution, and readers will be able to select the books they desire to read. By this method it is hoped that the smaller communities will be able to enjoy similar library facilities to those existing in the large towns.

Control.—The Elementary Education Sub-Committee will maintain the control of the Libraries, and have appointed a County Librarian to organise and administer the scheme.

It is hoped that local library committees will be formed to maintain control and facilitate the working of the library centres.

Centres of Distribution.—It is thought that in the early stages of the scheme the local schools will be the best means of book distribution. Adults may prefer the freedom of the local institutes, and where they exist their claims as a library centre will be considered, but only in so far that the books sent will be available to the general public. In the larger districts the Committee contemplate the establishment of one definite centre available to the whole community.

Financial Liability of Local Centres.—The library will be free, and localities will incur no financial liability in administering the library. All that is demanded is that the books shall be made available to the general public at definite periods, that care is taken of the books, and proper records kept of the use made of them.

Procedure of Forming a Library Centre.—It is the intention of the Committee to establish the centres by areas until the whole county has been covered. Districts will be informed when the Committee

are prepared to establish a library centre, and it is hoped that prior to the inauguration of the library service, an opportunity to address a public meeting will be afforded to the County Librarian. Such a meeting might be convened by the local head teacher and all local organisations should be invited to be present. In this way it is hoped to create local interest in the library.

Book Supply.—The library will provide books of fiction and non-fiction for both adults and juveniles, but these gradings should not govern the issue of books. It does not follow that the children will only read the juvenile books or vice versa. In actual practice it may be found that the parents are first attracted to the library by reading the books taken home by the children, and they may continue to read and benefit by reading books of that type. On the other hand many of the children will be capable of reading certain of the books for adults with advantage, but this is a matter requiring the exercise of discretion by the local librarian.

To meet an obvious demand, books of fiction will be well represented. The Committee have no misgivings in this regard, inasmuch as the time spent in reading fiction will be devoted to good literature, providing a certain amount of mental stimulus, as well as recreation. It is thought better to provide books that will be read, and thus cultivate a reading habit, rather than to supply books that will not be read at all. It is expected that with the development of the reading habit, the improvement in the type of reading will naturally follow.

With this in view there will be available the works of our great poets, dramatists and essayists. To enable the individual to take an intelligent interest in the various problems of the day, economics and history will be represented, in addition to books of travel, biography and popular science and art.

Students' Books.—To meet the demands made by the development of adult education, special endeavours will be made to provide students with books to assist them in their studies. To stock many such books, which must of necessity have a limited appeal, is impossible, but thanks to an arrangement of the Carnegie Trustees, the stock of the Central Library for Students, London, will be at the disposal of the Committee, and enable them to meet a large proportion of the likely demands.

It is recognised that the individual student will require a special book service; the urgency of their wants will not be met by the ordinary exchanges. Local librarians are asked to forward any requests for students' books to the County Librarian, who will deal direct with the student.

The Committee intend to give special attention to the provision of books to Workers' Educational Association Classes, reading circles, and other recognised educational activities. Secretaries of such associations are asked to write to the County Librarian, giving full particulars of the subject of the course, and of the books required. In some cases sufficient copies of one book will be available for a whole class, but such books must cost more than 7s. 6d. each.

These remarks also apply to the advanced pupils in the Secondary Schools. Head teachers are invited to make use of the library for books required in preparing their pupils for the higher examinations.

Selection of Books.—Local librarians may select the books to be sent to their centre and a special form will be provided on which the readers wants may be recorded. It is suggested that a note should be made of all books asked for, to enable the County Librarian to know the type of book in most demand.

A catalogue of the library will be published at an early date and copies will be available for consultation at all library centres. Books requisitioned need not be restricted to books appearing in the library catalogue. Until this catalogue is made available, the requisitioning of books may be difficult, but the County Librarian will do his best to meet the demands of any centre, no matter how vaguely represented.

If the readers do not ask for any special books, local librarians may leave the selection of books to the County Librarian. On the other hand it would be more satisfactory if local librarians could find the time to call at the Library Repository and select the books.

Delivery of Books.—The books will be sent from the Library Repository to the local centres by motor transport. A fortnight before sending the books, the County Librarian will notify the local librarian of the exchange and will invite him to requisition books for the next batch. On receipt of this notification, the local librarian will call in all the books from his readers and pack them in the box ready for collection at the same time as the new box is delivered.

Reception of Books.—Three copies of a list of the books sent will accompany each batch of books. The local librarian should check the books received with the list and sign and return one of the lists to the County Librarian, together with a report of any deficiencies. It is important that any errors should be cleared up immediately. The remaining lists are for exhibition as a catalogue of the books available at the local centre.

Register of Borrowers.—The use of the library will be restricted to persons residing in the immediate district of the library centre, or in the case of more than one library centre in a district, to the persons in an area allotted.

To enable the committee to have a record of the users of the library, all adults wishing to use the library will be required to fill in the form of application attached to the leaflet setting out the details of the scheme. These forms will be returned to the County Librarian with the batch of books, and as new members join the library a similar procedure will be adopted.

The total number of children using the library will be reported on the return of each batch of books.

Issue of Books.—Local Committees or Librarians should exercise their discretion as to the persons to whom the books are lent, using their best endeavours to see that proper care is taken of the books, and making such regulations as from their knowledge of local conditions they may consider necessary. It is hoped that as few restrictions as possible will be imposed, and it must be realised that the library belongs to the general public, and all should have access to the books.

In actual practice it may be found that the children will change the books for their parents, and it is suggested that a definite period per week should be set aside for this. If the library centre could be made available to adults on one or more evenings per week, so much the better, and results effected would be in proportion to the extra work entailed.

Recording Issue of Books.—The clerical work of administration has been reduced to a minimum, and has been made as simply as possible. It is suggested that a senior scholar might be appointed school librarian, and could carry out the administrative details under supervision.

Inside the front cover of each book are two labels, one bearing the number of the book, and the other ruled to provide spaces, for the purpose of recording the date on which the book was issued. Each centre will be supplied with a batch of borrowers' cards, and the local librarian will make out a card for *each* person using the library. Whenever a book is issued, the number of the book and the date of issue will be entered on the card of the person borrowing it; and the date of issue will be recorded on the dating label in the book.

It is hoped that local librarians will endeavour to preserve this record, as it will be the only means by which the committee can assess the work of the libraries. When a borrowers' card is filled

up, it will be preserved, and once a year these cards will be called in by the County Librarian for the purpose of obtaining statistics of the use made of the library.

Return of Books.—Books may be retained at the centre for six months, and will be returned to the Library Repository at the delivery of the new batch of books. Local librarians should check the books before packing them, and report to the County Librarian the reason for any deficiencies. The lids of the boxes should be tied with string through the holes provided for that purpose, and on no account should nails be used. It is hoped to maintain a constant interchange of all books, but if desired a book may be retained by a centre for a further period.

INFECTIOUS DISEASES.—LOCAL LIBRARIANS SHOULD REPORT IMMEDIATELY TO THE COUNTY LIBRARIAN FOR INSTRUCTIONS, IF SCARLET FEVER, DIPHTHERIA, SMALL-POX, OR WHOOPING COUGH, SHOULD OCCUR IN ANY HOUSE WHILE A BOOK IS IN THE POSSESSION OF ONE OF ITS INMATES, WHETHER THE ACTUAL PATIENT OR NOT.

The Local Librarian.—The Committee must rely upon voluntary assistance in the local work of book distribution. Whilst taking the opportunity of appealing for their interest, the Committee have little doubt that much valuable assistance will be freely rendered by the teachers, who will thereby be able to extend their influence among the parents of existing scholars, and the old pupils in whom they take so great an interest. Local librarians will understand that the scheme is only in the experimental stage, and far from perfect, and success depends upon their influence and interest.

Publicity.—The Committee recognise that by making the schools the library centres, there is little need for publicity. The children will carry the news home and adults will be attracted to the library by seeing the type of book read by the children. There is however a call for a certain amount of publicity, particularly in connection with the work with students, and the Committee hope that the local librarians will take advantage of every opportunity offered. A list of books available might be written out by the children during a writing lesson and taken home; a list might be inserted in the local newspaper or parish magazine; or better still local librarians might arrange talks on the books. Work of this nature must be localised to a certain extent, for the local librarians will have information which is not available at headquarters.

Some Possibilities of the Scheme.—The library affords the local librarians great opportunities of social service. By endeavouring

to meet the actual needs of readers, the scheme offers the public of our rural districts similar book facilities to those enjoyed by the urban community. It will also enable the keen local librarian by personal contact to have a direct influence on the reading of the public. A particular book may be asked for, but if it is not available there is always an alternative to recommend. Moreover parents with a restricted knowledge of books will frequently leave the choice of books to the local librarian. The success of the local librarian will be measured by the interest maintained by the public, and only by that interest will the full development of the libraries be achieved.

Later it is hoped that reading circles will be formed among the senior and old scholars. This will afford an excellent opportunity for teachers to keep in touch with old scholars, and can be run in conjunction with the evening school.

The Committee have reason to hope that the library will become the centre of the Adult Education movement in the county and would ask local librarians to make and encourage their readers to make suggestions in regard to the working of the libraries and for books to be added to the libraries. Such suggestions will be the only guidance that the Committee will have of local requirements in detailing their future policy.

Communications. — Any communications addressed to the County Librarian, Library Repository, Spring Grove House, Isleworth, will receive prompt attention.

APPENDIX III

BIBLIOGRAPHY

THE following classified list of material is merely suggestive. It is increasingly becoming clear that, if the best results are to be attained in public service work, technical knowledge must be accompanied by a knowledge of social forces and factors. This is particularly the case as regards work in rural areas, where all special social educational work must be intensive, and take note of the work of other social and educational agencies. Library organisation is technical work, but library administration is largely social work, and only by having a sufficient background of knowledge of the traditions of rural life and its difficulties can opportunities be seen and exploited.

The arrangement of the list is as follows :—

I.—" BACKGROUND " LITERATURE : (A) Citizenship and social service, (B) Rural economics, (C) Community survey, (D) Adolescent and adult education.

II.—GENERAL PROFESSIONAL LITERATURE : (A) Library policy and practice, (B) Bibliographies and guides to books, (C) County library literature.

The letter (A) following a title indicates that the work is published in the United States.

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